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**MONTANA STATEWIDE COMPREHENSIVE  
OUTDOOR RECREATION PLAN  
SCORP**

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MONTANA STATEWIDE COMPREHENSIVE  
OUTDOOR RECREATION PLAN

SCORP

An Assessment and Policy Plan prepared in accordance with the requirements of the  
federal Land and Water Conservation Fund Act of 1965 (P.L. 88-578)

by

Parks Division  
Montana Department of Fish, Wildlife and Parks  
Helena, Montana 59620

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April 28, 1988

State of Montana  
Office of the Governor  
Helena, Montana 59620  
406-444-3111

TED SCHWINDEN  
GOVERNOR

November 30, 1988

Dear Reader:

I am pleased to transmit to you a copy of the Montana Statewide Comprehensive Outdoor Recreation Plan for 1988-1993 and accompanying Action Program: Fiscal Years 1987-88, 1988-89. This plan maintains the state's eligibility to receive funding from the federal Land and Water Conservation Fund Grants Program. For over 22 years, the Department of Fish, Wildlife and Parks has administered Montana's share of the program, financing \$29.7 million worth of improvements at 365 state and 411 local outdoor recreation projects.

Many public and private agencies and organizations, as well as the general public, participated in the development of this plan and Action Program through statewide and site-specific recreation surveys, the Governor's Forum on Montanan's Outdoors, issue development workshops, statewide news releases requesting comments, and through procedures and requirements established by the Montana Intergovernmental Review Clearinghouse.

As you may be aware, the federal Emergency Wetlands Resources Act of 1986 amended the federal Land and Water Conservation Fund act by requiring that states prepare an addendum to their current recreation plan which specifically addresses the state's concerns regarding the protection of wetlands. This plan includes a wetlands priority conservation plan as a special study.

I hope that you find the 1988 Montana Statewide Comprehensive Outdoor Recreation Plan both informative and useful. I take pleasure in endorsing these efforts.

Sincerely,  
  
TED SCHWINDEN  
Governor

#### ACKNOWLEDGEMENTS

The Montana Department of Fish, Wildlife and Parks wishes to express its appreciation to the many federal, state and local agencies, and private individuals that provided information and assistance during the development of this plan.

The preparation of this plan was financed entirely by the Montana Department of Fish, Wildlife and Parks with state Coal Tax and sportsman license revenues under the provisions of Section 23-2-102 Montana Codes Annotated.

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This plan is subject to continuous updating and revision as new data becomes available. Inquiries or suggestions regarding this document may be addressed to: Chief, Program Development Bureau, Parks Division, Montana Department of Fish, Wildlife and Parks, 1420 East Sixth Avenue, Helena, Montana, 59620. Phone: (406) 444-3750.

Additional copies of this plan can be obtained for \$5.00 each. Please include \$1.00 for postage and handling. Send your order, with your check made out to the Montana Department of Fish, Wildlife and Parks, to the address above.



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Montana Statewide Comprehensive  
Outdoor Recreation Plans (SCORPs)

April 28, 1988	1988 Montana Statewide Comprehensive Outdoor Recreation Plan (SCORP)	Plan Action Program Appendix
Oct. 7, 1982	Outdoors in Montana: 1983 Montana Statewide Comprehensive Outdoor Recreation Plan (SCORP)	Plan
March 1, 1978	1978 Montana Statewide Comprehensive Outdoor Recreation Plan (SCORP)	Volume 1-strategic plan Volume 2-outdoor recreation inventory
March 1, 1973	Montana Statewide Outdoor Recreation	Volume 1-executive summary Volume 2-an information base Volume 3-appendix
June 27, 1969	Montana Statewide Outdoor Recreation Plan	Plan Action Program Appendix
Jan. 20, 1967	Montana Statewide Outdoor Recreation Plan	Plan
Sept. 10, 1965	Montana Statewide Outdoor Recreation Plan	Plan

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Portland, OR 97212

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Billings, MT 59101

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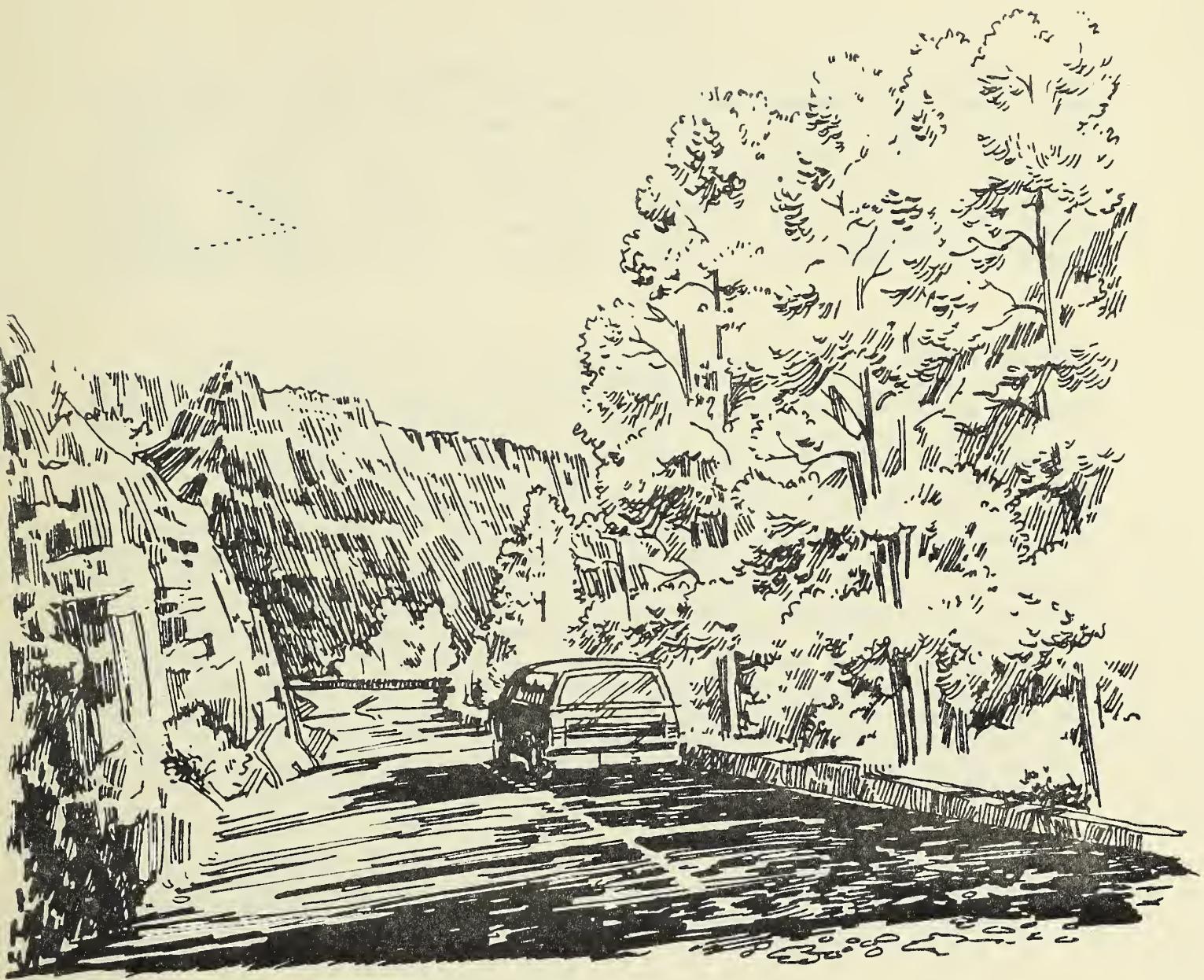
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## CHAPTER 1 – INTRODUCTION



## INTRODUCTION

Montana is richly endowed with natural and recreational resources. Its people have a rich outdoor heritage and a deep concern for their outdoor recreational resources. The name itself conjures a distinct image among those familiar with the state: majestic peaks, clear mountain streams, wide open spaces, beautiful vistas, abundant fish and wildlife, prairie sunsets and friendly people. Tourism is the state's third largest industry and growing. Clearly, Montanans place tremendous importance on ensuring that their recreational needs are met. In addition, they feel that they have an ongoing role in that process.

The Montana Department of Fish, Wildlife and Parks (FWP), through the Parks Division, has prepared the Statewide Comprehensive Outdoor Recreation Plan (SCORP) as a means to identify the recreational needs and desires of Montanans and recommend actions to fulfill these needs. State government must exercise a leadership role in coordinating the effective utilization of all recreation resources within Montana's boundaries. The legal authority for outdoor recreation planning in Montana is derived from Section 23-2-101, Montana Code Annotated (MCA). Section 23-2-102 MCA authorizes Montana's participation in the federal Land and Water Conservation Fund (LWCF) Act of 1965 (Public Law 88-578). The Parks Division administers the LWCF program for the State of Montana. This program provides matching grants to state and local levels of government for acquisition, development or improvement of outdoor recreation resources or facilities. The federal government, through the National Park Service, requires a SCORP from each state in order to receive LWCF monies. The Land and Water Conservation Fund Act requires each state to update its SCORP at least every five years. In the 23 years since the act passed, Montana has received approximately \$30 million to fund 725 projects, ranging from half-acre parks to 55,000 acre Wildlife Management Areas.

The 1988 Montana SCORP represents an effort to coordinate the use of human, land, and economic resources between state, federal, local and private suppliers to provide diverse and quality recreational opportunities and ensure the continued conservation of natural resources.

Public participation in the SCORP planning cycle has been an ongoing process. Major public contributions to the identification of issues which concern recreation in Montana were made during The 1986 Governor's Forum on Montanans Outdoors in which over 1,000 citizens participated, and through the Montana Outdoor Recreation Needs Survey of 1985 when 1,169 Montanans were contacted by telephone.

Additional public involvement was generated through various surveys. The Local Recreation Survey has been conducted annually since 1986 by local governments making application for LWCF matching grants-in-aid. The Montana On-site Recreation Survey has been conducted semi-annually since 1986.

Further public involvement opportunities were provided in the development of the Summary of the Final Programmatic Environmental Impact Statement--The Grizzly Bear in Northwestern Montana, Statewide clearinghouse review, and presentation of the Montana SCORP to the Fish and Game Commission.

In May 1986, 18 participants from 10 local, state, and federal recreation managing agencies and private organizations met at the SCORP Issue Development Workshop to appraise issues concerning recreation identified at the Governor's Forum and through the Recreation Needs Survey and to identify additional issues. This interagency coordination session gave direction to the issues described and evaluated by this plan.

The seven regional boundaries shown on the following map have been adopted by the Montana Department of Fish, Wildlife and Parks for general department administration. For the sake of uniformity, these regional designations are used in SCORP.

This plan is organized as follows:

Chapter 1 - Introduction - Identifies this document's purpose and organization.

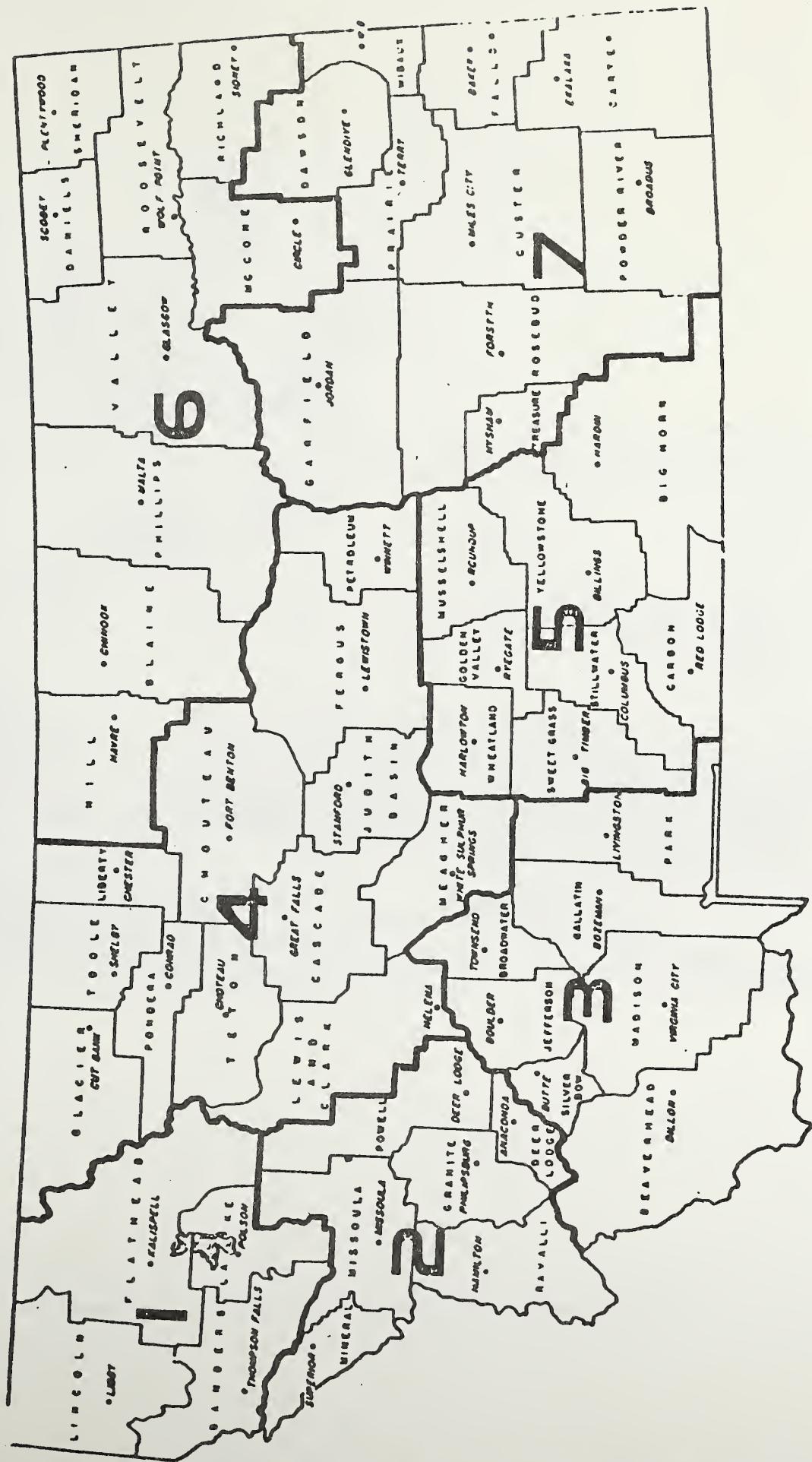
Chapter 2 - The Resource and the People - Consists of an assessment of recreation resources, programs and opportunities, an analysis of demand predictions and projections, and an analysis of future needs.

Chapter 3 - The Issues - Deals with an assessment and overview of issues which concern recreation in Montana, identification of options and alternatives, and recommendations, policies and priorities.

Chapter 4 - Making it Work - Includes a program for implementation of SCORP recommendations, and a description of the LWCF open project selection process.

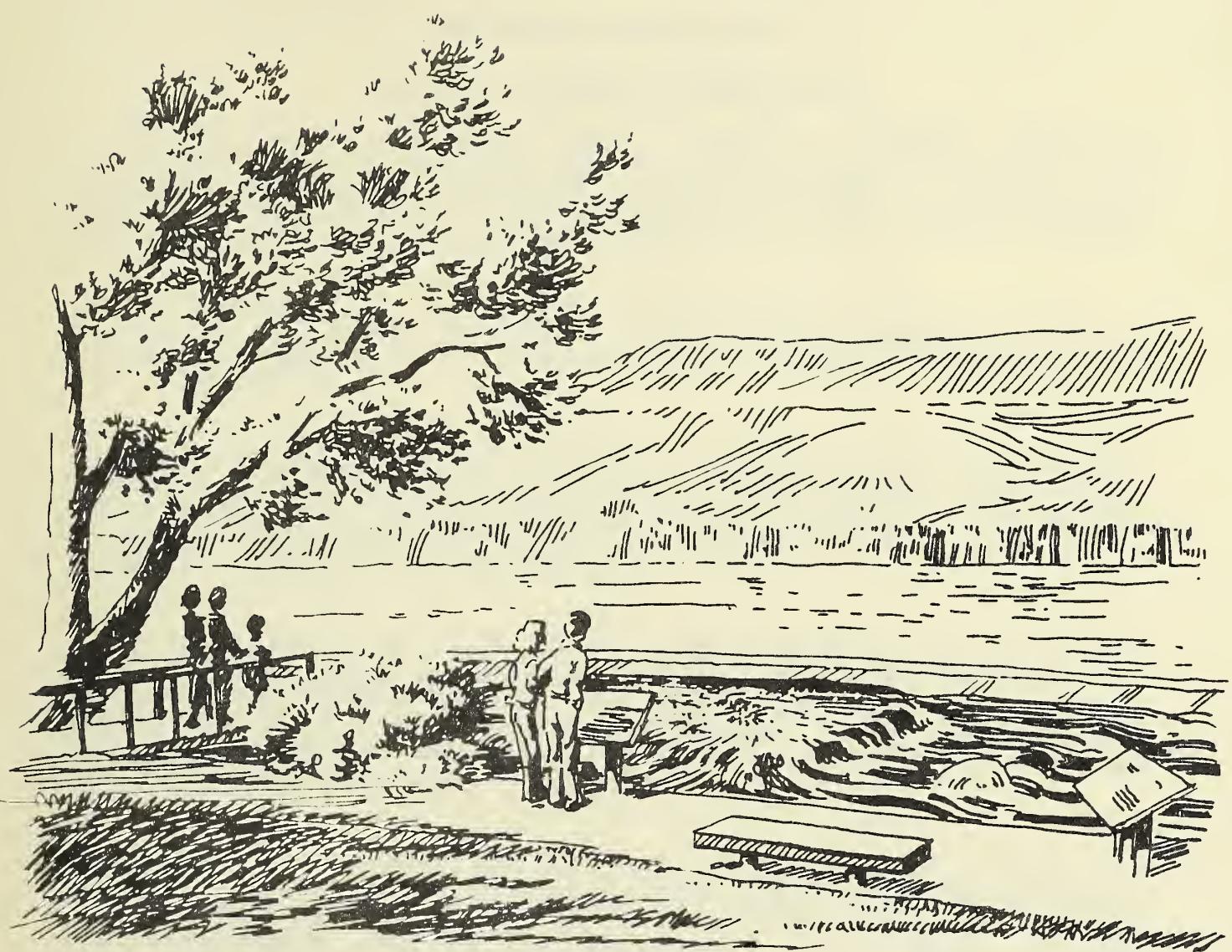
Chapter 5 - Special Studies - Summarizes studies including Problems and Needs of Montana Indian Tribes, Montana Wetlands Priority Conservation Plan, Report of the 1986 Governor's Forum on Montanans Outdoors, Outdoor Recreation Needs Survey of 1985, the Montana On-site Recreation Survey, Summary of the Final Programmatic Environmental Impact Statement, The Grizzly Bear in Northwestern Montana, Pacific Northwest Rivers Study, Licensing Procedures for Licensing Structures and Improvements on Navigable Water Bodies, and the Economic Value of Hunting and Fishing in Montana.

Chapter 6 - Action Program - Summarizes the actions to be taken within the state's current biennial budget (fiscal years 1987-88, 1988-89) to address the important issues identified by the SCORP plan.



## **Fish, Wildlife and Parks Administrative Regions.**





**CHAPTER 2 – THE RESOURCE AND THE PEOPLE**



## THE RESOURCE AND THE PEOPLE

### Resources, Programs and Opportunities

Montana is a state blessed with a variety of natural, scenic and recreational resources. From the mountainous western third of the state to the prairies in the east, the geographical extremes are striking. A combination of public and private resources, facilities and programs provide outdoor recreation opportunities for state residents and tourists.

The land base within Montana that is administered by government agencies is substantial, amounting to over 39 million acres, or almost 42 percent of the state (see figure 2).

The four major recreation management agencies in Montana--the Montana Department of Fish, Wildlife and Parks, the U.S. Forest Service, the Bureau of Land Management and the National Park Service--administer over 27 million acres of land including almost 65,000 acres of developed recreation sites such as campgrounds and picnic areas (see figure 3).

A supply inventory of the four major recreation management agency facilities was accomplished through a cooperative effort of the Montana Department of Commerce, the Montana Department of Fish, Wildlife and Parks, the U.S. Forest Service and the U.S. Bureau of Land Management in the publication of Montana-Recreation Map. The map directs visitors to nearly 500 campsites and recreation areas maintained by the four agencies.

Congress in 1964 passed The Wilderness Act which defined wilderness in Section 2(c) as "an area of undeveloped federal land in a natural condition, which has outstanding opportunities for solitude or a primitive or unconfined type of recreation. The area may contain ecological, geological or other features of scientific, educational, scenic or historical value."

Montana contains 16 wilderness areas totaling 4,531,904 acres. The U.S. Forest Service manages 4,464,798 acres (12 areas); the U.S. Fish and Wildlife Service manages 61,106 acres (3 areas); and the U.S. Bureau of Land Management manages 6,000 acres (1 area). A complete list of the areas is found in figure 4.

Montana has been richly endowed with no less than 2,538 rivers and streams, accounting for some 21,934 miles of fishable waters. These figures come from the Montana Interagency Stream Data Base, administered by the Fisheries Division of the Montana Department of Fish, Wildlife and Parks. The statistics should be considered minimal since not all streams are included that are barren of fish (see Figure 5).

Figure 2. Government Agency Land Ownership by FWP Administrative Region

Agency/Region	1	2	3	4	5	6	7	Total (Acres)
U.S. Forest Service	4,614,924	3,757,726	5,401,142	2,426,764	872,519	0	524,991	17,598,066
U.S. Bureau of Land Management	0	145,660	1,166,000	990,298	500,000	2,580,124	2,700,000	8,082,082
National Park Service	1,013,595	1,372	68,666	0	120,760	35	0	1,204,428
U.S. Bureau of Indian Affairs	621,859	0	0	1,050,061	1,579,244	1,518,756	434,000	5,203,920
U.S. Fish and Wildlife Service	NA	1,500,000						
Army Corps of Engineers	1,070	0	0	0	0	368,000	400	369,470
U.S. Bureau of Reclamation	6,836	0	4,169	67,070	148	8,564	1,472	88,259
Montana Dept. of FWP	11,717	65,374	127,204	99,227	7,730	9,412	18,783	339,447
Montana Dept. of Natural Resources	0	2,760	4,394	6,615	7,911	3,230	7,178	32,088
Montana Dept. of State Lands (Total)								5,124,762
Agricultural								559,955
Grazing								4,072,566
State Forest								492,241
Total (Acres)	6,270,001	3,972,892	6,771,575	4,640,035	3,088,312	4,488,121	3,686,824	39,542,522

Source: Agency Recreation Resource Inventory, FWP March, 1986.

Figure 3. Publicly Owned Recreation Sites by FWP Administrative Region

Agency	Reg. 1			Reg. 2			Reg. 3			Reg. 4			Reg. 5			Reg. 6			Reg. 7			Total	
	No.	Acres	No.	No.	Acres	No.	No.	Acres	No.	No.	Acres	No.	No.	Acres	No.	No.	Acres	No.	No.	Acres	No.	Acres	Total
U. S Forest Service	139	654	62	385	97	744	41	258	23	209	0	0	10	99	372	2,349							
U. S. Bureau of Land Management	0	0	1	22	6	150	41	260	3	50	10	50	3	30	64	562							
National Park Service	21	4,054	0	0	1	1	0	0	17	--	0	0	0	0	0	39	4,055						
U.S. Bureau of Indian Affairs	40	64	0	0	0	0	7	140	--	--	33	248	3	120	83	572							
U.S. Fish and Wildlife Service	0	0	2	5	0	0	0	0	0	0	6	5	0	0	0	8	0	8	0	8	0	10	
Army Corps of Engineers	1	124	0	0	0	0	0	0	0	0	7	4,000	1	400	9	4,524							
U.S. Bureau of Reclamation	0	0	1	2	9	91	11	142	1	20	0	0	0	0	0	22	255						
Montana Department of FWP	80	3,835	87	5,757	153	11,885	96	14,021	61	4,401	17	3,760	47	14,324	541	57,983							
Montana Dept. of Natural Resources	0	0	2	22	3	43	5	56	0	0	0	0	0	0	0	0	10	121					
Montana Department of Highways	1	--	8	--	12	--	10	--	11	--	3	--	13	--	58	--							
Totals	282	8,731	163	6,193	281	12,914	211	14,877	116	4,680	76	8,063	77	14,973	1,206	70,431							

Source: Agency Recreation Resource Inventory, FWP March, 1986.

Figure 4. Montana Wilderness Areas

Name	Managing Agency		Located in Region(s)	Acres
Absaroka-Beartooth	USFS	Custer NF Gallatin NF	3,5	921,466
Anaconda-Pintlar	USFS	Beaverhead NF Bitterroot NF Deer Lodge NF	2,3	158,516
Bob Marshall	USFS	Flathead NF Lewis & Clark NF	1,2,4	1,009,356
Cabinet Mountains	USFS	Kaniksu NF Kootenai NF	1	94,272
Gates of the Mountains	USFS	Helena NF	4	28,562
Great Bear	USFS	Flathead NF	1	286,700
Lee Metcalf	USFS	Gallatin NF	3	250,297
Mission Mountains	USFS	Flathead NF	1,2	73,877
Rattlesnake	USFS	Lolo NF	2	33,000
Scapegoat	USFS	Helena NF Lewis & Clark NF Lolo NF	4	239,936
Selway-Bitterroot	USFS	Bitterroot NF Lolo NF	2	1,340,681
Welcome Creek	USFS	Lolo NF	2	28,135
Medicine Lake	USFWS		6	11,366
Red Rock Lakes	USFWS		3	28,850
U.L. Bend	USFWS		6	20,890
Lee Metcalf-Beartrap Canyon	BLM		3	6,000
TOTAL				4,531,904

Source: Agency Recreation Resource Inventory, FWP. March, 1986.

Figure 5. Montana River and Stream Mileage

Classification	Reg. 1		Reg. 2		Reg. 3		Reg. 4		Reg. 5		Reg. 6		Reg. 7		Total	
	No.	Mileage	No.	Mileage	No.	Mileage										
Powerboat Capable	NA	142	NA	390	NA	219	NA	102	NA	320	NA	318	NA	279	NA	1,770
Floatable by Canoe	NA	473	NA	176	NA	580	NA	166	NA	399	NA	520	NA	420	NA	2,734
Not Floatable	NA	2,488	NA	2,767	NA	2,974	NA	835	NA	916	NA	1,424	NA	817	NA	12,222
Not Classified	NA	999	NA	316	NA	381	NA	1,994	NA	389	NA	278	NA	552	NA	4,908
<b>Totals</b>	<b>647</b>	<b>4,102</b>	<b>658</b>	<b>3,649</b>	<b>527</b>	<b>4,154</b>	<b>296</b>	<b>3,097</b>	<b>200</b>	<b>2,024</b>	<b>72</b>	<b>2,540</b>	<b>136</b>	<b>2,068</b>	<b>2,538</b>	<b>21,634</b>

Source: Montana Interagency Stream Data Base, FWP 1985.

Over half of the inventoried streams are in Regions 1, 2, and 3, constituting the western third of the State. Nearly a quarter of this river and stream inventory (4,804 miles) is boatable.

The Wild and Scenic Rivers Act, passed by Congress in 1968, required that all rivers in the National System be substantially free-flowing and have water of high quality. The river and adjacent lands also must be in a natural or aesthetically pleasing condition and possess outstanding scenic, recreation, geologic, fish and wildlife, historic, cultural or other similar values.

Two Wild and Scenic Rivers are located in Montana with 371 miles of designated river (see figure 6).

Figure 6. Montana Wild and Scenic Rivers

River	Managing Agency	Located in Region	Mileage
Middle Fork-Flathead	USFS	1	101
North Fork-Flathead	USFS	1	58
South Fork-Flathead	USFS	1	60
Upper Missouri	BLM	4	149
Missouri	USFWS	6	3
TOTAL			371

Source: Agency Recreation Resource Inventory, FWP. March 1986

Trail mileage in Montana is extensive on large holdings of federal land. The Forest Service maintains the most mileage with 16,334 total miles concentrated mostly in Western Montana. The Bureau of Land Management and the National Park Service maintain sizeable trail systems also (see figure 7).

Included in the 16,000 miles of trails in Montana are 633 miles of National Recreation Trails. They consist of 57 individual trails of varying lengths as shown in figure 8.

Within Montana's 56 counties and some 127 incorporated cities and towns are a number of recreation facilities provided by local and private concerns. The latest inventory of these facilities was completed by the Department of Fish, Wildlife and Parks in 1984, using mail out questionnaires to all incorporated cities and all county governments. Public and private school administrations were also surveyed as well as chambers of commerce for private facilities. The results of this survey are summarized in Figure 9.

Figure 7. Montana Trail Mileage

Agency/FWP Admin. Region	1	2	3	4	5	6	7	Total
Forest Service, USDA/Non-Wilderness	2,233	2,026	3,115	1,567	294	0	67	9,302
Forest Service, USDA/Wilderness	1,082	878	748	544	184	0	80	3,516
Forest Service, USDA/Snow Trails	299	382	620	371	92	0	9	1,773
Bureau of Land Management	0	32	29	149	300	0	425	935
National Park Service	730	0	133	0	7	0	0	870
Fish & Wildlife Service, U.S.	0	0	0	0	0	10	0	10
Army Corps of Engineers	5	0	0	0	0	0	0	5
<b>Total (Miles)</b>	<b>4,349</b>	<b>3,318</b>	<b>4,645</b>	<b>2,631</b>	<b>877</b>	<b>10</b>	<b>581</b>	<b>16,411</b>

Source: Agency Recreation Resource Inventory, Fish, Wildlife and Parks. March, 1986.  
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Figure 8. Montana National Recreation Trail Mileage  
by  
Fish, Wildlife & Parks Administrative Region

<u>Miles</u>	<u>Trail</u>	<u>Miles</u>
Baldy Lookout-Lake USFS	Big Hole Battlefield Trail NPS	5
Blacktail - Wild Bill USFS	Bridger Mountains, No. 534 USFS	24
Cascade Falls Nature USFS	Gallatin Riverside USFS	3
Danny On Memorial USFS	Garnet Mountain USFS	4
Easthouse USFS	Grasshopper Ridge USFS	4
Elk Mountain USFS	Haystack Mountain USFS	3
Griffin Creek USFS	Lodgepole Ski Touring USFS	4
Ingalls Mtn - Sylvia Lake USFS	Louise Lake, No. 168 USFS	3
Little North Fork USFS	May Creek USFS	7
Lupine Lake USFS	Palisade Falls USFS	1
Pulpit Mountain USFS	Pioneer Loop USFS	4
Ralph L. Thayer Memorial USFS	Refuge Point X-C Ski USFS	3
Skyline USFS	Two Top Snowmobile USFS	28
Tally Mtn. - Bill Creek USFS	Wise River USFS	23
Trout Creek Loop Trail System USFS	Region 3 TOTAL	112
Vinal Creek Trail System USFS	Crown Mountain USFS	8
Whitefish Divide USFS	Crystal Lake Shoreline USFS	2
Region 1 TOTAL	219	19
Big Hole Battlefield USFS	Deep Creek Figure 8 Loop USFS	4
Blue Mountain Equestrian USFS	Hanging Valley - Vigilante USFS	6
Blue Mountain Nature USFS	Jones Creek, No. 155 USFS	1
Como Lake Loop USFS	Mt. Helena USFS	7
Garnet Nt'l Winter Trail, BLM	S. Fork Teton - Blacktail USFS	7
Holland Falls USFS	Two Medicine 0- Elk Calf Mtn. USFS	32
Morrell Falls USFS	Region 4 TOTAL	18
Palasades Mountain USFS	Basin Lakes USFS	2
Pattee Canyon Ski Tour USFS	Boulder River Natural Bridge	3
Skookum Butte USFS	Parkside Ski Touring USFS	7
Stateline USFS	Silver Run Ski Touring USFS	2
Region 2 TOTAL	Wild Bill's Lake USFS	18
Region 5 TOTAL	Region 5 TOTAL	88
Lewis & Clark NHT USFWS	Region 6 TOTAL	20
STATE TOTAL	STATE TOTAL	100

Source: Agency Recreation Resource Inventory,  
Fish, Wildlife and Parks, March, 1986.  
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Figure 9. Statewide Summary of Local Recreation Facilities

<u>Facility</u>	<u>Owner</u>					<u>Total</u>
	<u>City</u>	<u>County</u>	<u>Private</u>	<u>School</u>		
Tennis Courts (indoor)	2	1	4	16		23
Tennis Courts (outdoor)	260	50	17	290		617
Basketball Courts (indoor)	20	4	8	612		644
Basketball Courts (outdoor)	135	38	2	570		745
Ballfield (hardball or softball)	329	119	49	416		913
Playground Apparatus area	254	63	10	527		854
Swimming Pool-(indoor-not wading)	8	1	16	24		49
Swimming Pool-(outdoor-not wading)	63	9	15	7		94
Ice Rink (indoor)	1	3	1	2		7
Ice Rink (outdoor)	102	23	3	25		153
Golf Course						
1-8 hole	0	1	0	0		1
9 hole	16	7	0	3		26
18 hole	4	3	0	1		8
36 hole	1	0	0	0		1
Other	0	0	31	0		31
Shooting/Archery Range	27	10	22	18		77
Community/Neighborhood Park	401	117	10	1		529
<b>TOTAL</b>	<b>1,623</b>	<b>449</b>	<b>188</b>	<b>2,512</b>		<b>4,772</b>

Source: Local Community Facility Inventory of 1984, FWP.

Additional supply inventories of Montana recreation resources and facilities have been compiled and published by the Montana Travel Promotion Bureau in three vacation guides available free of charge to the public. These guides serve as a major component of the SCORP supply section without cost to the LWCF program.

The Montana Vacation Guide details various points of interest from a regional standpoint. It lists attractions, historic sites, state park system facilities, art centers, and museums.

Private sector recreation facilities and services are listed in The Montana Accommodations Guide. Organized into sections dealing with motels and hotels, ranches, resorts, hostels and hot springs, private campgrounds, outfitters and guides, and bed and breakfast establishments; it details location, services, seasons of operation, and additional information pertaining to the facility or opportunity.

Winter recreation opportunities are explained in the Montana Winter Guide. The Winter Guide devotes sections to ski resorts, smaller ski areas, nordic skiing, hot springs, tours, skiing on your own, winter travel and carnivals/races/festive events. Listings detail private as well as public

wintertime facilities, resources, and opportunities.

#### An Analysis of Demand Predictions and Projections

Projecting "demand" for outdoor recreation activities is a difficult science due to the problem of determining the true value or "price" each individual is willing to pay for the opportunity to participate in a particular recreation activity. In practice, therefore, outdoor recreation "demand" has come to mean "participation" in recreation activities by a certain number of people over a certain period of time. Predicting future participation by applying present participation rates to population projection can be tricky since it fails to account for the possibility of changing interests, the influence of existing facilities and resources, new technology, and world economic trends outside an individual's control. Despite the inherent shortcomings of this approach, such measurements have provided reasonably sound estimates of public outdoor recreation demand during the past 22 years in Montana, and are vital to long-range, statewide outdoor recreation planning.

#### Population

Projections by the Census and Economic Information Center, Montana Department of Commerce, place Montana's 1987 population at 809,000. Of this population, approximately 73 percent were 18 years of age or older. As may be noted in figure 10, "Montana Statewide Population Projections," the number of people living in Montana is expected to increase to over 900,000 by the year 2000. This amounts to an approximate 5 percent increase per five-year increment. The 18-and-over population is expected to increase to 739,542 during the same twenty-year period. This is a 7 to 8 percent increase per 5-year increment. The increasing proportion of adults is the result of the baby boom of the 50's growing into maturity.

#### Current Participation - 1985

In 1985, Dr. Steve McCool of the University of Montana's School of Forestry conducted the Recreation Needs Survey for the Department of Fish, Wildlife & Parks.

Telephone interviews of 1,169 Montana residents were compiled. The size of this sample allows 95 percent confidence that interpretation of the results will be within 3 percent of the true proportion. The estimate becomes somewhat less precise when the sample is divided into the seven administrative regions.

Participation rates (in percent of respondents participating) were determined from the survey results for 34 outdoor recreation activities. A median number of days participated was also reported for the 12 months immediately preceding the interview. These statistics are portrayed in figure 11 by administrative region and on a statewide basis. The ten most popular

activities were walking/day hiking, picnicking, fishing, camping, lake swimming, lawn games, bicycling, hunting, pool swimming, and motorboating.

#### Participation Projections - 1990, 2000

Assuming that the proportion of adults participating in given recreation activities remains the same, demand for recreation facilities should increase at the same rate as adult population growth. Based on this premise, demand for 34 recreation activities, in percent of the population participating and in activity occasions, is shown in figure 12 as projected for the years 1990 and 2000. An activity occasion is defined as "uninterrupted participation in an activity for an unspecified period of time, equal to or less than 24 hours."

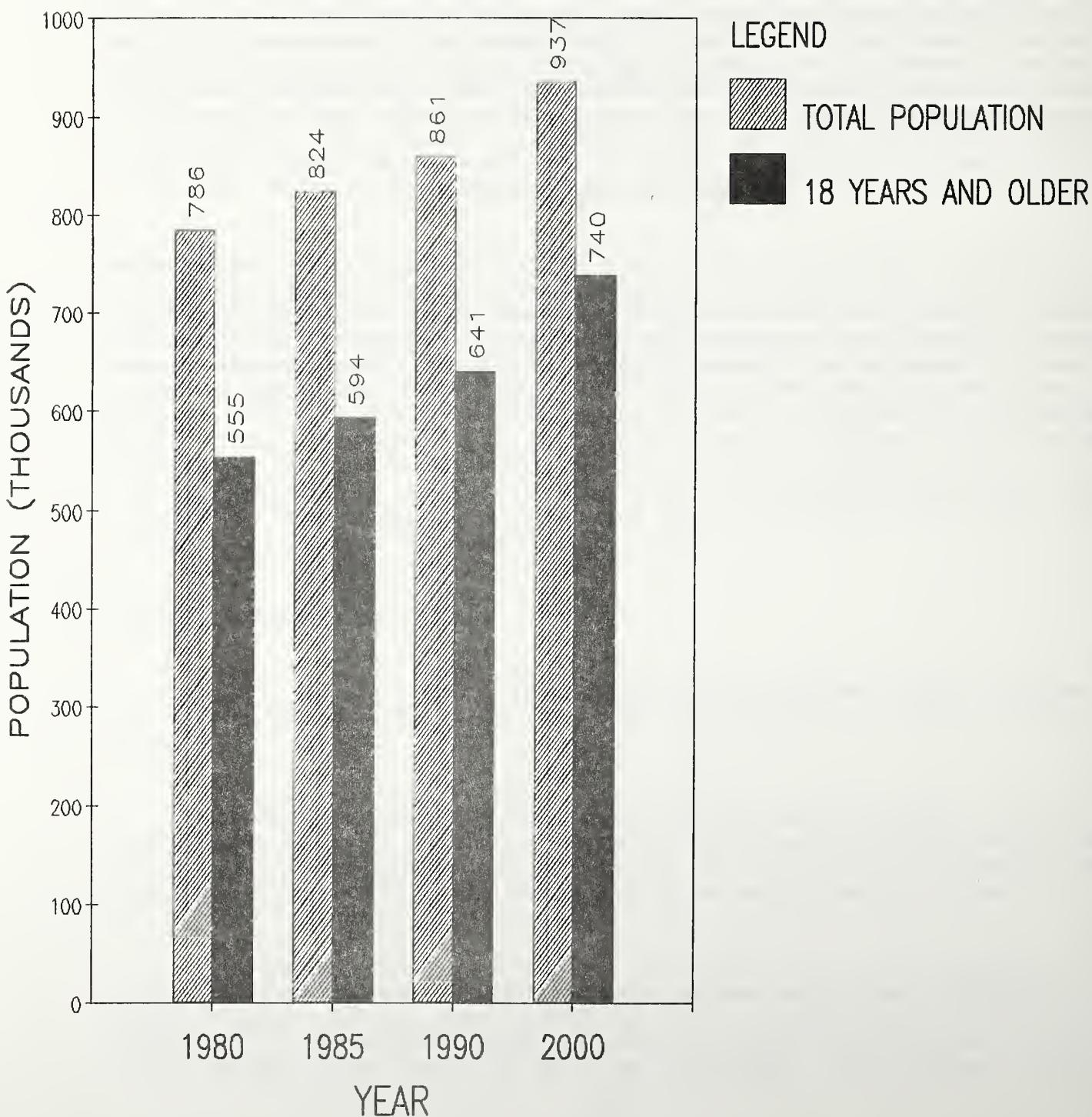
#### An Analysis of Future Needs

Providing opportunities to satisfy recreational needs is an important responsibility of the agencies that manage recreation facilities and settings in Montana. Demand for these settings is commonly expressed through demand for recreation facilities or settings associated with certain activities. The Recreation Needs Survey addressed this need by asking all respondents what recreation activity they felt was in the greatest need of additional facilities in Montana.

# FIGURE 10.

## MONTANA

### POPULATION PROJECTIONS



Source: Census & Econ. Info. Center, Mt. Dept. of Commerce

Figure 11. 1985 Resident Recreation Participation  
by FWP Administrative Region

(participation in thousands/% of population)

ACTIVITY/REGION	1	2	3	4	5	6	7	Median participation days/year	Statewide
Backpacking	14.5/19.4	17.0/19.7	17.5/17.7	16.3/12.3	14.1/12.3	3.2/ 7.4	1.2/ 2.7	84.1/14.4	
Bicycling	27.3/36.6	36.5/42.4	41.5/41.9	45.2/34.0	41.2/36.1	17.7/40.7	19.0/43.8	229.1/38.6	
Camping	35.1/47.0	45.2/52.5	55.1/55.7	72.4/54.5	60.4/52.9	22.5/51.9	16.1/37.0	307.8/51.9	
Horseback Riding	14.0/18.7	20.8/24.2	23.4/23.6	27.4/20.6	25.1/22.0	12.3/28.4	8.9/20.5	132.3/22.3	
Hunting	28.1/33.6	36.1/41.9	36.5/36.9	48.9/36.8	42.8/37.0	16.6/38.4	16.7/38.4	222.8/37.6	
Jogging	17.8/23.9	27.4/31.8	24.4/24.6	30.9/23.3	21.1/18.5	7.0/16.0	11.3/26.0	140.4/23.8	
Mountain Biking	2.2/ 3.0	1.7/ 2.0	5.3/ 5.4	3.7/ 2.8	1.5/ 1.3	1.1/ 2.5	0.0/ 0.0	15.7/ 2.7	
Nature Study/ Bird Watching	25.6/34.3	36.1/41.9	29.3/29.6	36.8/27.7	33.2/29.1	13.9/32.1	12.5/28.8	188.1/31.8	
Offroad, 4x4	16.7/22.4	23.1/26.8	29.7/30.0	25.2/19.0	26.2/22.9	11.8/27.2	9.5/21.9	142.7/24.1	
Offroad, ATV	2.2/ 3.0	13.1/15.2	15.1/15.3	15.8/11.9	9.6/ 8.4	5.9/13.6	5.3/12.3	67.2/11.5	
Picnicking	54.0/72.4	59.6/69.2	78.0/78.8	102.4/77.1	88.1/77.1	32.7/75.3	29.1/67.1	445.4/74.8	
Walking/Day Hiking	52.3/70.1	70.4/81.8	80.5/81.3	97.1/73.1	94.1/82.4	29.0/66.7	32.1/74.0	30	456.9/77.1
Canoeing	12.8/17.2	19.5/22.7	8.3/ 8.4	10.5/ 7.9	8.0/ 7.0	3.7/ 8.6	3.0/ 6.8	66.2/11.4	
Fishing	41.8/56.0	49.2/57.1	56.5/57.1	76.1/57.3	61.9/54.2	25.2/58.0	23.8/54.8	335.6/56.4	
Kayaking	0.5/ 0.7	0.9/ 1.0	1.0/ 1.6	2.1/ 1.8	2.1/ 1.8	0.0/ 0.0	0.0/ 0.0	6.6/ 1.1	
Motorboating	37.3/50.0	27.4/31.8	27.8/28.1	44.6/33.6	28.7/25.6	16.6/38.3	12.5/28.8	196.0/32.6	
Rafting	10.6/14.2	20.8/24.2	24.8/25.1	19.4/14.6	21.6/18.9	3.7/ 8.6	4.2/ 9.6	106.4/18.1	
Sailing	3.4/ 4.5	7.0/ 8.1	3.4/ 3.4	4.3/ 3.2	0.0/ 0.0	0.5/ 1.2	0.6/ 1.4	19.2/ 3.3	
Swimming-Pool	17.8/23.9	31.3/36.4	40.5/40.9	45.7/34.4	42.3/37.0	15.6/35.8	15.4/35.6	209.1/35.3	
Swimming-Lake	43.4/58.2	42.6/49.5	37.5/37.9	57.2/43.1	36.8/32.2	20.9/48.1	11.9/27.4	251.6/42.3	
Waterskiing	13.4/17.9	11.3/13.1	15.6/15.8	21.5/16.2	13.1/11.5	7.0/16.0	4.2/ 9.6	86.4/14.5	
Windsurfing	0.0/ 0.0	1.7/ 2.0	0.5/ 0.5	1.6/ 1.2	2.1/ 1.8	0.0/ 0.0	1.2/ 2.7	7.0/ 1.2	
X-Country Skiing	17.8/23.9	24.8/28.8	28.3/28.6	16.3/12.3	15.1/13.2	3.2/ 7.4	1.8/ 4.1	107.8/18.6	
Downhill Skiing	12.2/16.4	17.8/20.7	24.8/25.1	23.6/17.8	23.7/20.7	4.3/ 9.9	3.6/ 8.2	110.4/18.8	
Ice Skating	8.9/11.9	11.7/13.6	19.5/19.7	14.7/11.1	10.1/ 8.8	6.4/14.8	4.8/11.0	76.3/12.9	
Snowmobiling	14.0/18.7	10.0/11.6	17.0/17.2	25.2/19.0	16.1/14.1	9.1/21.0	5.9/13.7	94.8/16.3	
Baseball/Softball	17.2/23.1	19.6/22.8	25.8/26.1	28.3/21.3	26.2/22.9	11.3/25.9	15.4/35.6	144.3/24.1	
Basketball	11.1/14.9	13.5/15.7	11.2/11.3	23.1/17.4	16.1/14.1	5.3/12.3	10.1/23.3	10	90.8/15.2
Football	2.8/ 3.7	4.8/ 5.6	6.3/ 6.4	12.6/ 9.5	7.1/ 6.2	3.7/ 8.6	2.4/ 5.5	39.8/ 6.7	
Golf	11.1/14.9	15.8/18.3	22.0/22.2	25.8/19.4	27.2/23.8	9.1/21.0	7.7/17.8	119.0/20.0	
Lawn Games	29.2/38.1	31.4/36.5	42.0/42.4	48.3/36.4	46.8/41.0	18.2/42.0	17.2/39.7	233.3/39.1	
Soccer	2.2/ 3.0	4.4/ 5.1	1.5/ 1.5	3.7/ 2.8	4.6/ 4.0	0.5/ 1.2	1.8/ 4.1	18.8/ 3.2	
Target Shooting	20.1/26.9	24.4/28.4	28.8/29.1	37.8/28.5	29.7/26.0	15.0/34.6	11.3/26.0	167.6/28.2	
Tennis	11.1/14.9	11.8/13.7	13.2/13.3	9.4/ 7.1	11.5/10.1	3.2/ 7.4	5.9/13.7	66.8/11.2	9

Source: The Montana Outdoor Recreation Needs Survey of 1985.

Figure 12. Resident Recreation Participation Projections  
(participation in thousands for adults 18+ years of age)

ACTIVITY/ PARTICIPATION	% POPULATION	MEDIAN DAYS/YEAR	1985				1990				1995				2000			
			1985 PARTICIPATION	1990 PARTICIPATION	2000 PARTICIPATION	ACTIVITY OCCASIONS												
Backpacking	14.4	6	84.1	91.2	106.3	504.8	547.2	582.3	4582.3	4954.1	5724.6	5724.6	5724.6	637.6	637.6	637.6	637.6	
Bicycling	38.6	20	229.1	247.7	286.2	4582.3	4954.1	524.2	2462.2	2664.6	3084.3	3084.3	3084.3	5724.6	5724.6	5724.6	5724.6	
Camping	51.9	8	307.8	333.1	385.5	2462.2	2664.6	308.6	795.5	861.1	861.1	861.1	861.1	1851.7	1851.7	1851.7	1851.7	
Horseback Riding	22.3	6	132.3	143.5	143.5	2462.2	2664.6	241.1	279.0	2228.0	2411.1	2411.1	2411.1	2790.2	2790.2	2790.2	2790.2	
Hunting	37.6	10	222.8	222.8	222.8	2462.2	2664.6	140.4	151.9	175.7	3509.0	3796.3	3796.3	3796.3	4393.1	4393.1	4393.1	4393.1
Jogging	23.8	25	140.4	151.9	16.8	151.9	175.7	175.7	175.7	19.2	78.3	78.3	78.3	96.0	96.0	96.0	96.0	
Mountain Biking	2.7	5	15.7	15.7	15.7	15.7	15.7	15.7	15.7	15.7	15.7	15.7	15.7	15.7	15.7	15.7	15.7	15.7
Nature Study/ Bird Watching	31.8	21	188.1	203.7	236.4	3950.9	4278.4	4278.4	4278.4	4278.4	4278.4	4278.4	4278.4	4965.1	4965.1	4965.1	4965.1	
Off Road - 4 wheel	24.1	7	142.7	154.1	178.0	998.6	1078.4	1078.4	1078.4	1078.4	1078.4	1078.4	1078.4	1245.7	1245.7	1245.7	1245.7	
Off Road - ATV	11.5	10	67.2	72.2	82.5	671.8	721.6	721.6	721.6	721.6	721.6	721.6	721.6	825.3	825.3	825.3	825.3	
Picnicking	74.8	6	445.4	482.2	557.9	2672.3	2892.9	2892.9	2892.9	2892.9	2892.9	2892.9	2892.9	3347.5	3347.5	3347.5	3347.5	
Walking/Hiking	77.1	30	456.9	494.9	573.5	137.1	14847.2	14847.2	14847.2	14847.2	14847.2	14847.2	14847.2	17205.9	17205.9	17205.9	17205.9	
Canoeing	11.4	4	66.2	71.8	84.0	264.9	264.9	264.9	264.9	264.9	264.9	264.9	264.9	287.3	287.3	287.3	287.3	
Fishing	56.4	12	335.6	363.2	420.2	4027.2	4358.4	4358.4	4358.4	4358.4	4358.4	4358.4	4358.4	5041.9	5041.9	5041.9	5041.9	
Kayaking	1.1	4	6.6	7.2	8.4	26.3	26.3	26.3	26.3	26.3	26.3	26.3	26.3	33.6	33.6	33.6	33.6	
Motorboating	32.6	5	196.0	212.3	246.2	979.8	1061.7	1061.7	1061.7	1061.7	1061.7	1061.7	1061.7	1230.9	1230.9	1230.9	1230.9	
Rafting	18.1	3	106.4	114.1	132.4	319.3	342.2	342.2	342.2	342.2	342.2	342.2	342.2	397.1	397.1	397.1	397.1	
Sailing	3.3	2	19.2	20.7	24.0	38.3	41.3	41.3	41.3	41.3	41.3	41.3	41.3	47.9	47.9	47.9	47.9	
Swimming - Pool	35.3	7	209.1	225.9	260.8	1463.7	1581.6	1581.6	1581.6	1581.6	1581.6	1581.6	1581.6	1825.4	1825.4	1825.4	1825.4	
Swimming - Lake	42.3	6.5	251.6	272.4	316.0	1635.1	1700.6	1700.6	1700.6	1700.6	1700.6	1700.6	1700.6	2053.9	2053.9	2053.9	2053.9	
Waterskiing	14.5	4	86.4	89.6	108.0	345.6	345.6	345.6	345.6	345.6	345.6	345.6	345.6	358.5	358.5	358.5	358.5	
Windsurfing	1.2	2	7.0	7.7	8.9	14.1	15.3	15.3	15.3	15.3	15.3	15.3	15.3	17.9	17.9	17.9	17.9	
X-Country Skiing	18.6	7	107.8	116.6	135.4	754.9	815.9	815.9	815.9	815.9	815.9	815.9	815.9	947.8	947.8	947.8	947.8	
Downhill Skiing	18.8	6	110.4	119.5	138.7	662.3	717.3	717.3	717.3	717.3	717.3	717.3	717.3	832.5	832.5	832.5	832.5	
Ice Skating	12.9	3	76.3	82.1	94.2	229.0	246.3	246.3	246.3	246.3	246.3	246.3	246.3	282.7	282.7	282.7	282.7	
Snowmobiling	16.3	5	94.8	105.7	121.8	473.8	528.4	528.4	528.4	528.4	528.4	528.4	528.4	609.2	609.2	609.2	609.2	
Baseball/Softball	24.1	7	144.3	156.0	179.9	1010.2	1092.1	1092.1	1092.1	1092.1	1092.1	1092.1	1092.1	1259.5	1259.5	1259.5	1259.5	
Basketball	15.2	10	90.8	99.1	113.9	907.9	991.2	991.2	991.2	991.2	991.2	991.2	991.2	1138.9	1138.9	1138.9	1138.9	
Football	6.7	4	39.8	43.0	49.4	159.3	171.9	171.9	171.9	171.9	171.9	171.9	171.9	197.6	197.6	197.6	197.6	
Golf	20.0	10	119.0	128.7	149.0	1189.5	1287.5	1287.5	1287.5	1287.5	1287.5	1287.5	1287.5	1489.8	1489.8	1489.8	1489.8	
Lawn Games	39.1	5	233.3	252.4	292.0	1166.3	1262.2	1262.2	1262.2	1262.2	1262.2	1262.2	1262.2	1460.0	1460.0	1460.0	1460.0	
Soccer	3.2	5	18.8	20.5	21.3	93.8	102.3	102.3	102.3	102.3	102.3	102.3	102.3	106.5	106.5	106.5	106.5	
Target Shooting	28.2	5	167.6	181.3	207.7	838.6	903.5	903.5	903.5	903.5	903.5	903.5	903.5	1038.5	1038.5	1038.5	1038.5	
Tennis	11.2	9	66.8	72.1	83.6	601.3	648.5	648.5	648.5	648.5	648.5	648.5	648.5	752.8	752.8	752.8	752.8	

Source: The Montana Outdoor Recreation Needs Survey of 1985.

Note: Activity Occasion = participation in an activity for any length of time.

The activities cited the most often as being in the greatest need of additional facilities were camping in western Montana and fishing in eastern Montana, mentioned by 7.4 and 7.6 percent of the respondents respectively (figure 13). The need for camping facilities was expressed most often in Region 5 at 8.8 percent. The need for fishing was expressed most often in Region 7 where 15 percent of the respondents felt this way. Males were more likely than females to mention the need for fishing facilities, as were respondents in the older age categories.

The need for camping facilities was expressed fairly uniformly in most FWP Regions and by both sexes. Respondents between the ages of 45 and 64 were more likely to mention the need for camping facilities than respondents in the other age categories.

Hunting, bicycling, and swimming in pools were cited by 4 percent of the survey sample as being activities in need of additional facilities. Cross-country skiing was mentioned by 3 percent. Other activities received smaller proportions, and because of the confidence levels and intervals imposed by the sample size, will not be presented.

Demand for outdoor recreation opportunities involves not only those people who already participate, but also those who would participate in an activity if their individual needs could be determined and met. While some barriers to participation may be beyond the control of planning, others, such as a lack of facilities or skills, may be obstacles that can be surmounted. Identifying and understanding latent demand and the barriers to participation, are therefore important in an assessment of recreational needs.

The Recreation Needs Survey addressed this issue by asking all respondents if there were any outdoor recreation activities in which they would like to participate, but for some reason do not. All respondents who expressed a desire to participate were asked to describe the activity, and the major barriers to their participation.

Respondents who Wish to Participate - Forty-five percent of the survey sample said there were activities in which they would like to participate, but for some reason do not (figure 14). This proportion was fairly uniform all across the state. Females, with 49 percent expressing this opinion, were more likely to feel this way than males. Demand was highest among respondents between the ages of 25 to 34, with a majority of 53 percent stating this. Demand was lowest among the oldest age category.

Figure 13. Recreation Activity in Greatest Need of Additional Facilities.

	Fishing	Auto/RV Camping	Hunting	Bicycling	Swimming in Pools	X-Country Skiing	(Number) Respondents
	(percent)						
All Respondents	7.6	7.4	4.1	3.7	3.5	2.6	1,169
Residence, by FWP Region							
Region 1	6.0	8.2	3.7	5.2	5.2	5.2	134
Region 2	6.1	6.1	3.6	3.0	2.5	2.0	198
Region 3	5.9	8.4	6.9	3.4	6.4	3.0	203
Region 4	5.9	8.3	3.2	4.0	2.0	2.0	253
Region 5	10.6	8.8	4.4	3.5	1.8	1.8	227
Region 6	8.6	6.2	1.2	2.5	6.2	2.5	81
Region 7	15.1	1.4	4.1	4.1	2.7	2.7	73
Sex of Respondent							
Male	9.5	8.1	6.9	2.9	1.2	1.9	591
Female	5.7	6.7	1.2	4.5	5.9	3.3	578
Age of Respondent							
18-24	2.9	3.6	2.9	5.0	2.1	1.4	140
25-34	4.7	5.9	4.0	4.4	3.7	3.7	322
34-44	8.3	9.8	6.5	3.3	2.9	3.6	276
45-64	10.1	10.5	3.2	2.9	6.2	0.7	277
65 years and over	12.7	4.7	2.7	3.3	6.0	2.7	150

Source: The Montana Outdoor Recreation Needs Survey of 1985.

Figure 14. Residents Who Would Like to But Don't Participate in Certain Activities.

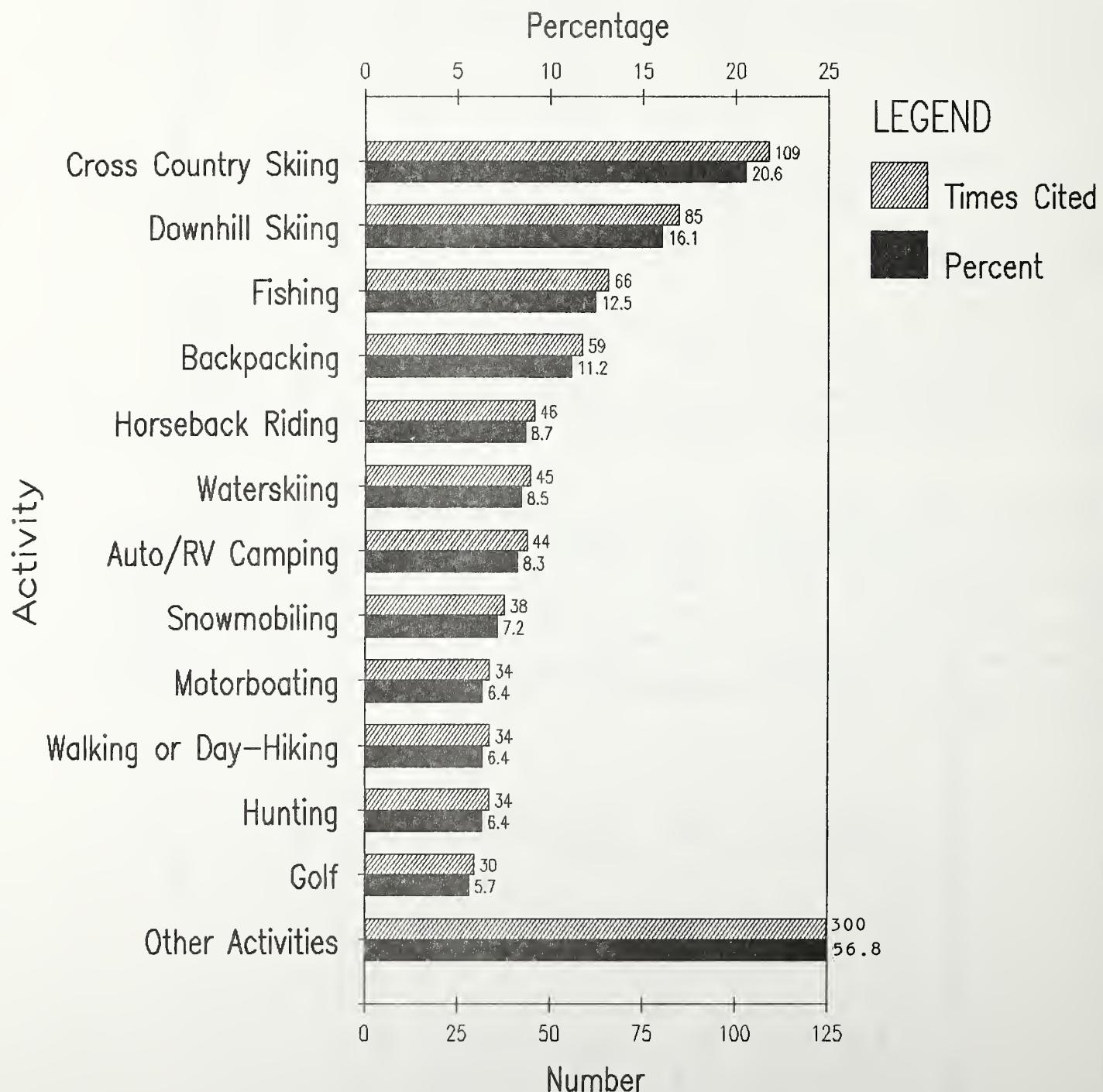
	(Percent)			(Number) Respondents
	Yes	No	Don't Know	
All Respondents	45.2	53.7	1.2	1,169
<b>Residence, by FWP Region</b>				
Region 1	49.3	50.0	0.7	134
Region 2	48.5	51.0	0.5	198
Region 3	44.8	54.7	0.5	203
Region 4	43.1	54.9	2.0	253
Region 5	43.6	55.1	1.3	227
Region 6	42.0	55.6	2.5	81
Region 7	45.2	54.8	0.0	73
<b>Sex of Respondent</b>				
Male	41.6	57.5	0.8	591
Female	48.8	49.8	1.4	578
<b>Age of Respondent</b>				
18-24 years	42.1	57.1	0.7	140
25-34 years	53.4	46.0	0.6	322
35-44 years	51.1	47.5	1.4	276
45-64 years	43.7	55.2	1.1	277
65 years and over	22.7	76.0	1.3	150

Source: The Montana Outdoor Recreation Needs Survey of 1985.

Activities Cited Most Often - When the 528 respondents who wanted to participate were asked to name up to three activities they wanted to participate in but do not, their answers ranged across a wide spectrum. Cross-country skiing, mentioned by 21 percent, was the activity cited the most often (figure 15). Another winter sport, downhill skiing, was second with 16 percent. Fishing was mentioned by 13 percent, backpacking by 11 percent, horseback riding and waterskiing by 9 percent. Auto/RV camping was cited by 8 percent, snowmobiling by 7 percent, motorboating, walking or day-hiking, hunting, and golf by 6 percent.

# Figure 15.

## Activities Respondents Would Like To, But Don't Participate In



Note: Totals are more than 100% as up to 3 activities could be cited.

Source: The Montana Outdoor Recreation Needs Survey of 1985.

Barriers to Participation - Respondents who wanted to participate in these activities were asked what the major reasons were for not engaging in the activity (respondents were allowed to cite up to three reasons). The barrier to participation cited the most often was a lack of time (Figure 16). Although this result can be interpreted as a personal issue involving the allocation of respondents' leisure, it may also indicate a need for opportunities closer to respondents' homes which require less travel time.

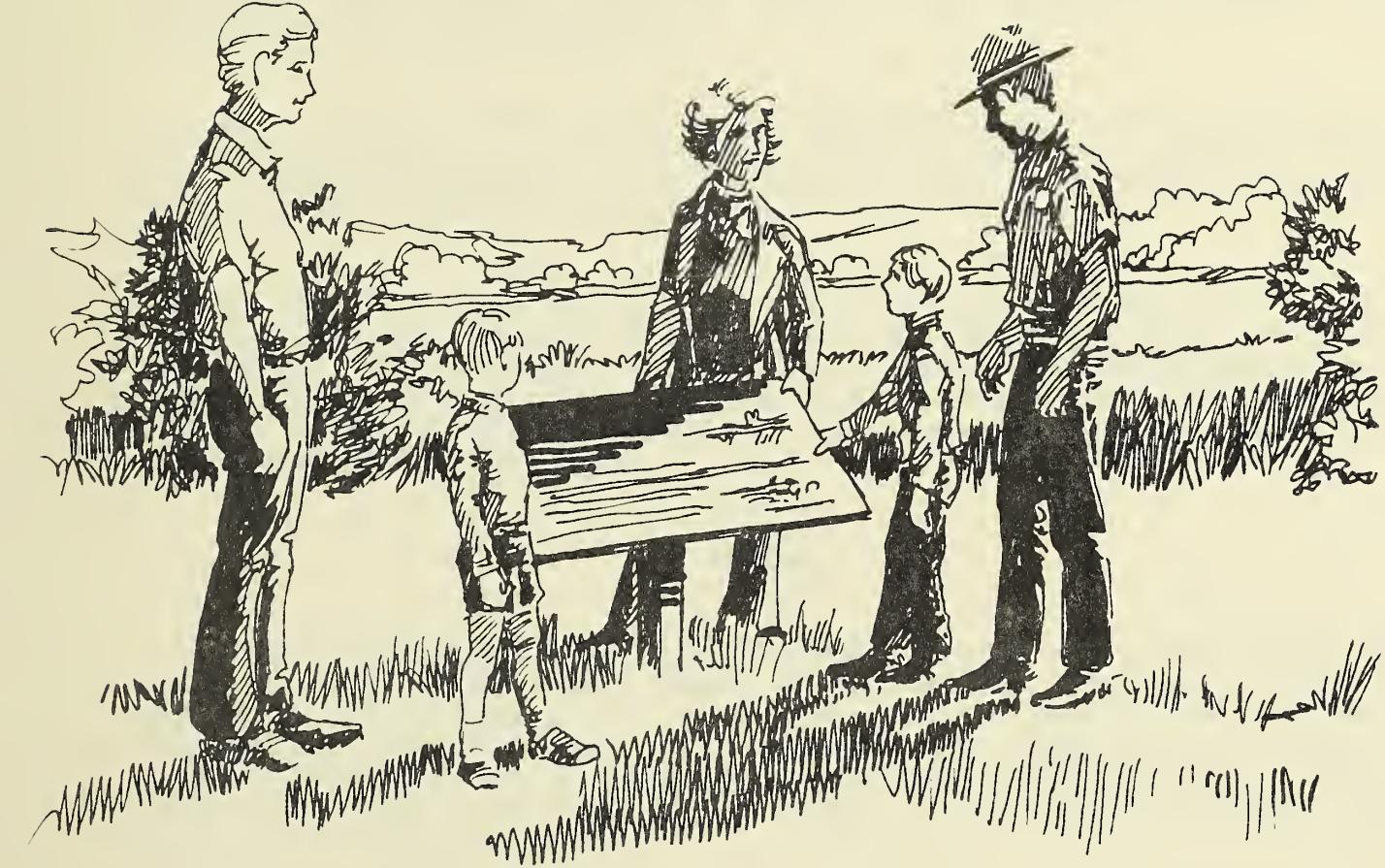
Lack of money or personal equipment were frequently mentioned barriers, especially related to those activities that involve substantial investments such as skiing, horseback riding, snowmobiling and motorboating. Lack of health or old age was also cited as a reason for not participating in most activities. Lack of skill was cited for all forms of skiing and snowmobiling. Lack of areas or facilities was an important barrier to the water-based activities. Lack of child care and lack of other participants were mentioned by some respondents as stopping them from participating.

Figure 16. Participation Barriers for Selected Activities.

	Time	Money	Personal Equip.	Health/ Too Old	Skill Facil.	Areas/ Child Care	Need Other People	Other	Number Respondents
	(Percent)								
Cross-Country Skiing	39.4	23.9	20.2	15.6	8.3	7.3	6.4	5.5	14.7
Downhill Skiing	34.1	55.3	5.9	10.6	11.8	17.6	5.9	0.0	11.8
Fishing	60.6	10.6	0.0	18.2	1.5	7.6	3.0	4.5	19.7
Backpacking	72.9	5.1	3.4	11.9	0.0	6.8	11.9	3.4	10.2
Horseback Riding	34.8	13.0	37.0	17.4	2.2	15.2	0.0	2.2	8.7
Waterskiing	33.3	13.3	28.9	17.8	6.7	28.9	2.2	6.7	11.1
Auto/RV Camping	68.2	13.6	11.4	0.0	11.4	4.5	6.8	13.6	44
Snowmobiling	31.6	26.3	31.6	7.9	5.3	7.9	7.9	10.5	18.4
Motorboating	23.5	26.5	32.4	8.8	0.0	32.4	0.0	0.0	17.4
Walking or Day-Hiking	70.6	0.0	0.0	17.6	0.0	2.9	2.9	8.8	11.8
Hunting	47.1	20.6	5.9	14.7	5.9	8.8	5.9	0.0	26.5
Golf	60.0	16.7	10.0	20.0	3.3	10.0	0.0	3.3	30

Source: The Montana Outdoor Recreation Needs Survey of 1985.

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### CHAPTER 3 – THE ISSUES



## THE ISSUES

Twenty-three issues have been identified which appear to be important to meeting recreation objectives in Montana. Each issue was identified in at least one of five ways; the 1986 Governor's Forum, the On-Site Recreation Survey, the Recreation Needs Survey, the 1986 SCORP Issue Development Workshop, or communication with other agencies.

The Governor's Forum sponsored ten public hearings at various locations throughout the state. It is reported on in the Special Studies Chapter. Over 1,000 citizens participated in the hearings resulting in ten issues of concern which are further explored in this document.

The issues identified by the above efforts were appraised using the "Delphi" technique of citizen participation, and four new issues were identified by 18 participants from ten local, state and federal recreation managing agencies and private organizations at SCORP Issue Development Workshops held in May 1986. As a result of this interagency appraisal, the issues were given the direction described in the following pages.

### Ranking

The 18 participants of the issue development workshop were asked to rank the top five issues. Following is a summary of that ranking. "Frequency" refers to the number of participants who listed the issue as one of the top five. "Average Rank" refers to the average of all ranks assigned to that issue. Overall ranking was done by "frequency" first. The "Average Rank" was used to break ties. If the rank of two or more issues still remained unresolved, they were listed in alphabetical order.

	<u>Frequency</u>	<u>Average Rank</u>
1. Adequate Funding of Maintenance, Development and Acquisition for Recreation Sites and Facilities	9	2.56
2. River Management	9	3.00
3. Tourism	9	3.00
4. Overuse and Crowding in Montana's Park and Recreation Areas	8	3.63
5. Recreationist/Landowner Relations in Montana	7	3.71

6.	Agency Roles in Recreation	6	1.00
7.	Economics of the Recreation Industry	6	2.83
8.	Access to Public Recreational Land	6	3.00
9.	User Fees	6	3.67
10.	Wildlife	5	2.20
11.	Bicycling	4	3.00
12.	Wilderness	3	3.33
13.	Mechanized/Non-mechanized Recreation	3	3.67
14.	Water Quality	2	2.00
15.	Highways	2	3.00
16.	Liability	2	3.50
17.	Recreation Management Decision Making	1	3.00
18.	The Disabled	1	5.00
19.	Stream Access	1	5.00
20.	Cross Country Skiing	0	0
21.	Cultural Resources	0	0
22.	Litter/Garbage	0	0
23.	Vandalism/Misuse/Abuse of Recreational Facilities	0	0
1.	<u>Adequate Funding of Maintenance, Development and Acquisition for Recreation Sites and Facilities</u>		

Over 14 percent of the respondents to the major concern question on the Recreation Needs Survey cited facilities and areas as a major recreational concern. This is more Montanans than expressed a concern about any other single issue. About 39 percent of these residents felt that more facilities and areas were needed especially near population centers, and another 25 percent felt that the development and maintenance at existing sites needs to be upgraded.

It is generally agreed that the supply of recreation areas and facilities should keep pace with the demand, but responsible management could not

consider the large scale purchase of new sites until existing sites are brought up to adequate standards of development and maintenance. The proportion of respondents calling for improved maintenance and development confirms this real need.

Systematic research and adequate funding is the key to resolving this issue. Research is needed to establish the standards, priorities, and management activities necessary to achieve goals. Sufficient funds must then be made available to first bring recreation facilities up to standard and then add facilities to meet demand and reduce overcrowding and resource degradation.

Public response to the 1986 Governor's Forum revealed a recognition of these shortcomings and a willingness to pay more, if revenue is used to maintain and improve the facilities that generated the funds.

Objective - First, bring existing sites up to minimum standards for the intended use, beginning in 1990. Second, provide additional recreational facilities to meet public demand, beginning in 1992.

Alternatives:

- a. Establish and adhere to standards for development and maintenance of all existing recreation areas and facilities, from local ballfields to federal campgrounds.
- b. Re-channel a portion of acquisition funds to development and maintenance of existing sites until standards are met on an agency-by-agency basis.
- c. Seek new and creative revenue sources including, but not limited to, the following:
  - 1) Retain the Land and Water Conservation Fund (LWCF) or replace it with a similar program such as a Natural Assets Trust Fund.
  - 2) Investigate user fees for developed facilities.
  - 3) Investigate an entrance recreation pass for all public land.
  - 4) Encourage the private sector to play a greater role in the development and maintenance of public outdoor recreation opportunities on private lands and as concessionaires on public lands consistent with agency goals and objectives.
  - 5) Consider a tax on those types of outdoor recreation equipment not currently taxed, with the proceeds dedicated to the maintenance and development of recreational opportunities at all levels of government.

- 6) Initiate a federal/state land manager council to coordinate recreation investments across Montana to best meet the needs of Montanans and visitors and to maximize agency effectiveness.
  - 7) Organize a volunteer service corps to assist in the planning, management and maintenance of Montana's recreation opportunities.
- d. When recreation land acquisitions are considered, address Montana's population distribution when considering the needs of the young, the elderly, and the disabled in locating these acquisitions.
  - e. Communicate to the public an understanding of the degree of development to be expected at various sites; coordinate site designations between city, county, state and federal agencies (i.e. campground, picnic site, recreation area, park, etc).
  - f. Establish operation and maintenance standards.
  - g. Inventory public recreation sites and dispose of property that is not capable of meeting the established standards.
  - h. Coordinate with public and private recreation providers to avoid duplication of efforts in specific locations.

Recommendation:

Implement alternatives as needed to meet the objective.

## 2. River Management

A three-way balance must be maintained between recreational river users of various types, non-recreational river users, and river resources. In 1985, one out of every four Montanans floated a river. As the recreational use of rivers becomes increasingly popular, the potential for conflict between varied interest groups grows. Over the years we have learned that the concept of carrying capacity is critical in decisions relating to fish and wildlife. Recreation planning must accept similar responsibilities and nowhere is this more important than in river recreation planning.

To complicate the issue, various state and federal agencies may have varied objectives for a given river depending on the public sector the agency is charged with serving.

Objective - Develop and maintain a diversity of river recreation opportunities and natural resource values while minimizing conflict between various river users.

Alternatives:

- a. Use the Pacific Northwest Rivers Study as an inventory base from which to make future river management decisions.
- b. Develop joint management plans to coordinate interagency/user group river management objectives in relation to access, levels of use, habitat protection, individual rights, and safety. Plans should recognize all resource values and be approved by all parties.
- c. Provide information to agencies and user groups about the techniques available for river management and conservation.
- d. Coordinate among appropriate state and federal agencies management of recreational use on high-use navigable rivers and streams not currently being managed by a federal agency or under a national designation such as National Trail, National Wild and Scenic River, or Wilderness.
- e. Continue to emphasize flow reservation and habitat protection as part of the river management philosophy.

Recommendation:

Direction should be given to the state Department of Fish, Wildlife and Parks to coordinate management on high-use rivers in partnership with federal land management agencies, universities and interested user groups.

3. Tourism

Tourism in Montana has grown at a rate of three percent annually during the last decade and is one of the five basic industries in the state. Nonresident visitation is expected to accelerate during the next 25 years.

Many participants in the Governor's Forum stated that both the public and private sectors should do more to promote tourism. It was repeatedly pointed out that a great number of tourists miss much of Montana because they travel directly to such "jewels" as Glacier and Yellowstone National Parks, Flathead Lake or the Bob Marshall Wilderness area, without considering other points of interest along the way. Suggestions included a stronger budget for the Montana Promotion Division, more manned tourist information centers along Montana's interstates and stronger in-state and out-of-state promotional campaigns. Such efforts would direct tourists to lesser known points of interest such as the historic Yellowstone-Missouri Confluence area in northeastern Montana, Fort Peck

Reservoir, or events such as small town festivals and rodeos.

In 1980, the Old West Region Nonresident Travel and Recreation Survey (1983 SCORP, p. 103), revealed that over 1.2 million activity days were spent at public or private campgrounds by nonresidents. About half of state park visitation is from out of state. Clearly, tourists in Montana become quite familiar with the state's campground accommodations.

When state or federal campgrounds in Montana are compared to many other states actively promoting tourism, we find that Montana offers stiff competition in the area of natural resources, but is sorely lacking in the area of conveniences, services, and maintenance standards.

Unlike most residents, tourists may have traveled long distances to reach a campground and are likely to desire showers and lavatories for personal hygiene. Since they are in unfamiliar country, self-guided theme tours, trails, event calendars, attraction guides, and campfire programs are appreciated. Unfortunately, no statistically sound information exists to document the relative levels of tourist desires and expectations in Montana. The state's natural beauty and opportunities attract tourists, but it is Montana's hospitality which must encourage them to extend their stay or come back again.

Objective - Improve awareness in residents and nonresidents of what recreational opportunities are offered in Montana and meet the expectations of visitors once they arrive at a recreation site, through coordinated agency efforts.

Alternatives:

- a. Document tourist service and recreational expectations by a statistically sound survey method.
- b. Take steps to document and provide tourist services and recreational expectations that will make visitors glad they came to Montana.
- c. Through a coordinated in-state and out-of-state interagency advertising campaign funded by the 1987 accommodations tax, create a unique and attractive image of Montana as a scenic and outdoor recreation splendor with identified accommodation potentials worthy of long term visitation by residents and nonresidents alike.
- d. Encourage coordination between local communities, chambers of commerce, and public resource agency tourist promotion efforts to steer tourists to lesser known but appropriate local attractions and activities.

- e. Establish a travel corridor oriented recreational development plan to encourage the location of new campgrounds and recreation facilities along major travel routes.
- f. Design and implement standards to sign all major recreation sites and attractions along the state's highways.
- g. Standardize recreation site designations on an interagency basis to accurately depict to the potential user, the facilities which can be expected at a particular site.
- h. Establish tourist information centers at important highway entry points to the state and in all major cities.
- i. Provide security and allow overnight stops at highway rest areas for traveler convenience.

Recommendation:

Develop a coordinated interagency plan which addresses the alternatives above. The plan should tie recreational opportunities in Montana, managing agency capabilities and tourist promotion efforts together in order to guarantee the recreation experience received meets the expectations developed through promotional activities. Overpromotion or misrepresentation of opportunities will result in a negative image with the user that can damage the wish to visit Montana beyond the repair of any promotional program.

4. Overuse and Crowding in Montana's Park and Recreation Areas

Nearly 12 percent of those responding to the Recreation Needs Survey question about the most important outdoor recreation problem or concern facing Montana responded with a comment concerning overuse or crowding. More specifically, overuse and crowding at developed sites and facilities was the predominant concern. This is substantiated when we consider that visitation to these sites has increased by 139 percent according to the February 1988 State Park System annual report, Parks Perspective. Outdoor recreation is becoming a much more popular pastime and sheer quantity of recreational opportunities is just not enough. Quality is an important consideration to Montana recreators.

The number and distribution of recreation sites is already severely straining the limits of available agency funding. Further expansion to reflect demand at this time is not realistic. Whenever there exists a commodity shortage, price or product controls are required to assure a fair distribution...gas rationing, "one per customer" sales, and "by appointment only" policies are common techniques.

Although we like to think of the open spaces of Montana as being uncluttered by human controls and rules, the time has arrived to counter the less desirable effects of a growing civilization on our finite recreation resources with a fair distribution system if we desire to maintain and preserve any vestige of quality in our recreational experiences.

Objective - Reduce crowding and maintain or increase the quality of a visit to public recreation areas, starting in 1988.

Alternatives:

- a. Expand recreational opportunities by increasing the number of park system sites and recreation areas.
- b. Increase the quality of the individual recreational experience by establishing and adhering to concepts such as limits of acceptable change and carrying capacities at existing recreation sites.
- c. During peak seasons, make alternative sites and areas offering a similar recreational experience known to users.
- d. Disperse users into the "shoulder seasons" of spring and fall by using public information and extending operating seasons.
- e. Expand facilities to offer a greater variety of activities to more effectively disperse users.
- f. Develop reservation systems at high use facilities to control crowding.
- g. Provide public education about outdoor etiquette to reduce conflicts between campsite users.
- h. Use man-made and natural screening at facilities to reduce the perception of crowding.
- i. Provide for densely spaced self-contained camping at high use campgrounds and allow for more spacious camping as well.

Recommendation:

All alternatives should be considered as part of responsible park and recreation site management; however, expansion should not be considered until recreational experiences at existing sites reach acceptable standards. It is therefore recommended that each Region's interagency objective should be to have at least one recreation site equipped with designated individual campsites, with a self-contained vehicle camping area and a separately designated day-use area by 1992. Access to this site should be controlled so that admittance will be allowed to campers only to the point of capacity. Sites with extremely high

demand should be considered for a reservation system. Public information should be made available to allow users to select sites reflecting their own limits of tolerance.

##### 5. Recreationist/Landowner Relations in Montana

Growth in outdoor recreation has placed an unexpected burden on private landowners. This has resulted in instances of damage, vandalism, landowner inconvenience and potential for landowner liability. As a result, greater quantities of private lands are being closed to public use.

In 1976, a Landowner/Sportsman Council was organized by the Montana Department of Fish, Wildlife and Parks. This council, made up of both landowners and recreationists, had an abundance of concerns to consider, but most predominant was the posting of increasing acres of private land closed to hunting and fishing. The council's recommendation was to create an insurance fund by which to reimburse landowners for losses incurred as a result of recreational use on their land. Legislation was introduced but killed in Senate committee.

In 1985 the Montana Department of Fish, Wildlife and Parks staffed a new position entitled Landowner/Sportsman Relations Coordinator. The initial objective of this position is to develop positive programs to address both landowner and sportsmen's concerns. One such effort will involve pilot testing of a livestock insurance program in block management areas. The purpose of this program is to maintain recreational access to private lands by partially compensating livestock owners for losses caused by shooting of livestock. Landowner-recreationist committees will also be established in local areas to address issues and enhance communications.

Objective - Expand existing successful "walk-in hunting" and "block management" programs, and initiate new programs in 1987 which will assist private landowners who allow public recreational use of their property or access across their property by partially relieving the landowner of the associated burden, liability, and risk.

###### Alternatives:

###### a. Coordinate with private landowners:

- 1) Develop a means of allowing recreational access with consideration for landowner objectives.
- 2) Evaluate the feasibility of reimbursing landowners for losses incurred as a result of recreational use.

- 3) Evaluate the need to strengthen legislation to reduce landowner liability during free recreational use.
- 4) Develop an incentive program for landowners to provide recreational access and habitat improvement such as an annual Governor's "Building Montana's Recreation" awards program. Awards would be given to individuals, organizations, and agencies for outstanding contributions to Montana's recreation resources, programs, management, or tourism.
- 5) Start a "More for Montana" boosters system, where the public, industry, clubs, etc. can donate to a central fund. This fund can be used to address landowners' concerns and open up more of Montana to the general public. Those who contribute time, materials, equipment, land access, or money would receive a decal to post. This would be an annual decal similar to the conservation decal.

b. Coordinate with public managing agencies:

- 1) Encourage the signing of public land or legal access to public land.
- 2) Coordinate user group clean-up of litter on private land open to public recreation.
- 3) Instill a sense of mutual respect between landowners and recreationists through public education.
- 4) Encourage recreationists to police themselves in relation to trespass.
- 5) Expand the availability of information through brochures and maps showing where legal access currently exists; such as BLM's new Recreation/Access Guide, Interagency Travel Plans, and Forest Service Travel Plans.
- 6) Start a landowner/public relations program to correct negative impacts from the general recreating public; possibly with funds from fines, gas tax, ATV stamps, and contributions.

Recommendation:

It is recommended that the Department of Fish, Wildlife and Parks coordinate implementation of all alternatives with other appropriate agencies, landowners, and user groups.

6. Agency Roles in Recreation

Montana State law defines the purpose of the State Park System as "...conserving the scenic, historic, archaeologic, scientific, and recreational resources of the state and providing for their use and enjoyment..." (Section 23-1-101 MCA) and over \$2.5 million per year is spent doing it!

The Bureau of Land Management controls some eight million Montana acres, the Forest Service over 17 million acres, and various other federal agencies control nearly 8.3 million additional acres. These include some of the most valuable recreational resources in the nation with a combined recreation budget that far exceeds that of state government. Cities and counties operate some 500 local parks and a variety of recreation programs which serve local recreation needs not appropriate for state and federal programs.

Although each city, county, state and federal administrative agency has taken on distinctive roles in serving the public, there is considerable overlap and little common direction, making the coordination of expertise, objectives and wise economical management of resources difficult in meeting the needs of Montanans and visitors.

Objective - By 1992, an interagency Montana outdoor recreation mission statement should be formulated to coordinate the use of human, land, and economic resources to provide diverse and quality recreational opportunities and ensure the continued conservation of these natural resources.

Alternatives:

- a. Require mutual review of all major planning documents by all public agencies significantly involved in recreation management.
- b. Hold an annual issue-oriented conference for recreation agencies at both the administrative and management levels to share objectives and alternatives.
- c. Hold agencies individually and collectively responsible for informing and educating the public in relation to agency and state

outdoor recreation policy.

- d. Establish an interagency coordinating council to issue a statewide interagency mission statement and to coordinate on a sustained basis the use of human, land, water, and economic resources to provide diverse and quality recreational opportunities and ensure the continued conservation of these natural resources.

Recommendation:

Through the council described in alternative "d," implement alternatives "a" through "c."

## 7. Economics of the Recreation Industry

Our society is dependent upon some understanding of economics. From the family groceries to the latest fighter-bomber, the question is "how much does it cost" and "how much is it worth". A contrasting reality is that we also hold certain amenity values aloof from such conventional consideration. We all know "the best things in life are free" and "you can't place a price tag on a sunset." Fish, wildlife, and recreation experiences are often held in this later category.

Outdoor recreation planning in Montana has had to rely more on economic presumptions than on economic statistics. The importance of Montana's recreation industries to its economic growth should be established by an awareness of the dollar contribution of each type of recreation opportunity. Likewise the values and pleasures we constantly derive from these resources cannot be bartered. This awareness must consider the local, state, regional, national, and international impacts first on individuals and second on Montana's recreation industry. A sound economic rationale and direction is needed for decision making by Montana recreation managers.

Objective - By 1988, begin providing economic statistics for making more responsible recreation management decisions while remaining sensitive to amenity values, social considerations, and traditional perceptions.

Alternatives:

- a. Determine which recreation activities an economic evaluation is most needed to help meet quality and participation objectives.
- b. Coordinate a cooperative interagency, academic, and private provider effort to collect the data needed through the university

system, using accommodations tax funds provided for this effort.

- c. Make the findings of the above research commonly known and available for general use.

Recommendation:

With an interagency effort led by the Montana Department of Fish, Wildlife and Parks, determine economic costs and values for outdoor recreation activities participated in by residents and nonresidents of Montana to satisfy interagency management needs and to provide better direction for funding recreation projects within the state. These efforts should begin in 1988 with a Recreation and Economic Impact Study of Snowmobiling and a State Park System Economic Impact Study.

8. Access to Public Recreational Land

The recreational use of some public lands in Montana is precluded or reduced for a variety of reasons. State school trust lands offer grazing or agricultural leases which allow the lessee to determine the recreational use, if any, by the public. Isolated tracts of BLM land and National Forest become inaccessible when buffers of private and state school trust lands prevent public use. State School Trust Forest Land may provide recreation opportunities, but funding is lacking to provide recreational access.

Objective - By 1992, define means by which access to all public land may be obtained through cooperative programs with private owners to allow for recreation and other resource uses. Such programs should not compromise private interests.

Alternatives:

- a. Identify public lands with significant recreation potential but inadequate public access and determine the type and amount of access needed consistent with the recreation management objective.
- b. Recognize recreational use of specific State School Trust lands with significant recreation potential as a legitimate use and allow it to coexist with leased agricultural or grazing uses where possible pending outcome of current litigation.
- c. Seek cooperative solutions to development and maintenance needs on School Trust Lands for continued recreation access.
- d. Seek access through private land to public land of significant

recreational value through agreements, easements or the purchase of corridors.

- e. Recognize that not all lands need be conveniently accessed. Ease or difficulty of access should be reflected in the management objective for individual areas.

Recommendations:

- a. Public information should be directed to identify whether there is support for permitting recreational use of specific state school trust lands in conjunction with grazing, agricultural and timber use.
- b. Coordinate current efforts to identify state and federal lands with recreational significance but without reasonable access, and develop plans to obtain access for recreation as discussed under "c" above.
- c. Where recreation access is allowed and heavy use occurs, develop strategies to fund appropriate management of specific sites.

9. User Fees

The "user pay" philosophy for recreation services has gained broad based support from the public and managing agencies in recent years. Overnight camping fees are not uncommon at state and federal facilities, and entrance/day use fees are now coming on the scene. Yet user fees in 1985 accounted for only 14 percent of the state park operating budget, 12 percent of the Forest Service recreation budget and 4 percent of the BLM's recreation budget.

Contributing factors to this low level of user support are varied but include: cabin site fees at less than fair market value; elderly and disabled user fee or camping fee exemptions (an estimated 30 percent of total State Park System campground use); inappropriate facility design; and a tradition of offering public recreation opportunities for free.

Objective - Collect user fees sufficient to allow public recreation services to pay 50 percent of annual operating costs by 1992.

Alternatives:

- a. Improve the design at existing and future facilities to make assessment and collection of user fees more efficient and comprehensive (i.e. controlled access and designated sites).

- b. Develop standards for facility improvements and implement with user-fee income on a site-by-site basis.
- c. Follow through with the current effort to raise state cabin site fees to fair market value.
- d. Require all users to pay their fair share in user fees, including the elderly and disabled.
- e. Consider an excise tax on all recreational equipment not now taxed, to be redistributed to recreation providers not now receiving aid from other recreation excise taxes.
- f. Utilize public education techniques to gain the cooperation and support of the public for a user-pay system.
- g. Consider a public land use pass, as a requirement for admittance to any public land, with a portion of the proceeds placed in a Recreation Trust Fund, and the interest distributed to specific local, state or federal recreation projects by a central authority.
- h. Take steps to insure that user fees are returned to facilities which generated them.
- i. Close little used recreation facilities which drain the economic and human resources of the managing agency.

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Recommendation:

There are many facets of this issue which need to be addressed to effectively deal with user fees and the greater challenge of general operation and maintenance of Montana's outdoor recreation infrastructure. Each alternative above deserves consideration. A Council on Recreation should be created to coordinate the administration and stewardship of Montana's outdoor recreation resources. The council, chaired by the Governor, would consist of the chief federal land managers in the state and representative local recreation land managers. It would assign the resources available to the state through the Recreation Trust Fund to specific interagency recreation projects and would advise on recreation management within the state at large.

10. Wildlife

The Recreation Needs Survey identified wildlife issues as a major recreational concern to over 10 percent of the respondents. Those concerns fall into two categories:

1. Habitat Protection
2. Grizzly Bear Management

10.1 Habitat Protection:

Forty-three percent of those citing a wildlife issue as a problem were concerned with loss of wildlife habitat or the need for more habitat. Over 32.5 million acres of Montana countryside, most of which is habitat to some form of wildlife, is managed by federal agencies and another five million by state agencies. Many management activities on these lands affect wildlife by altering their habitat. These activities include agricultural and grazing leases, oil and gas exploration, mineral extraction and timber harvest. These activities are important to the economy of Montana and will continue, as will consideration for the wildlife resource, to be part of Montana's trademark!

Fifty-nine percent of Montana's land mass is privately owned and most of that is in agricultural use. For years, farmers and ranchers have had to make every acre support itself to survive financially. Such intensive agricultural practices are costly to areas valuable to wildlife. Some farmers or ranchers might be encouraged to manage land for wildlife if they were compensated in some fashion. Conservation easements on important wildlife habitat could assist in accomplishing this objective.

The Montana Department of Fish, Wildlife and Parks operates over 280,000 acres of Wildlife Management Areas. Although this is a sizable holding, more wildlife habitat could be purchased and managed for wildlife. The purchase of sizeable quantities of land by any government entity is likely to meet resistance from segments of the legislature and the general public. In addition, acquisition is expensive and further stretches budgets and staffing in managing agencies. Management by acquisition is applicable to certain habitat management situations such as waterfowl habitat, riparian tracts, and elk winter range adjacent to federal land.

Objective - Maintain the relative amount of wildlife habitat existing in 1988 and increase the number of acres managed directly or indirectly for wildlife in Montana by 1992.

Alternatives:

- a. Purchase key tracts of land to be managed for wildlife.
- b. Work for the consideration of wildlife habitat and needs in management decisions on all public lands.
- c. Encourage the private agricultural community to manage their lands for long-term production of agricultural products and wildlife habitat. Establish programs for cooperative management projects on private lands to include conservation easements, technical assistance, leases, and cost-shared activities on selected tracts.
- d. Apply direct habitat management principles to specific areas of concentration (i.e.: prescribed burns, plantings for food and cover).
- e. Increase public awareness of the social and economic benefits of wildlife habitat.
- f. Establish a joint public/interagency consensus on what habitat should receive priority attention for conservation.

Recommendation:

When any public agency considers a land use change, conserving or producing wildlife habitat should be given significant attention in the decision-making process. The purchase of conservation easements on private land to encourage the conservation of wildlife habitat could extend the habitat emphasis to many lands within Montana's borders. The advantages of a conservation easement over outright purchase must be weighed on a case by case basis.

10.2 Grizzly Bear Management:

The grizzly bear is considered a threatened species by the U.S. Fish and Wildlife Service. As a result, federal limits have been placed on the annual number of grizzlies that may be killed by man in Montana. This limit applies to any means of killing, such as hunting, control action, poaching or accidental kills. Restrictive interpretations of federal law, however, have reduced the ability of the state to manage the grizzly in response to specific and fluctuating circumstances. As a result, the program has spawned discontent among many Montanans.

This situation was reinforced by the Recreation Needs Survey. Even though this survey was designed to measure participation and need related to general outdoor recreation, such as tennis, swimming and camping, fully ten percent of its respondents identified wildlife concerns as most important, and one fifth of those were specifically concerned with grizzly bears. Sentiment ran almost three to one against certain aspects of current grizzly management programs. This may be an indication that Montanans favor a more flexible management program than federal regulation allows.

Objective - To work towards establishing population levels that provide for recovery and delisting of bears in all currently occupied habitat by 1992; and sustain their populations within safety tolerances for human health and private property.

Alternatives:

- a. Delist the grizzly where recovery goals have been met.
- b. Strive to attain population levels that will provide for recovery, and delisting of the bear in other areas through habitat preservation, and augmentation.
- c. Upgrade the management information base as needed to assess population status and to properly determine sub-unit quotas.
- d. Reduce bear-people conflicts through educational efforts. Improve methods to handle problem bears.
- e. Provide technical assistance to land managers to protect and enhance grizzly habitat.
- f. Support studies identifying grizzly distribution, habitat requirements and the appropriateness of the grizzlies management under the federal Endangered Species Act.
- g. Upgrade enforcement in specific areas; seek increased public assistance and awareness.

Recommendation:

All alternatives above are valuable to grizzly bear management, but emphasis should be given to "e." The value of managing the grizzly bear under the Endangered Species Act should be evaluated to determine its appropriateness. If the Act is determined inappropriate, then the grizzly should be delisted and its management responsibility returned to the state.

11. Bicycling

Nearly a quarter of a million resident Montana adults ride a bicycle, according to the Recreation Needs Survey. Montanans ride an average of 20 days per year, for a total of over 4.5 million activity occasions. This amounts to more time spent riding a bicycle in Montana than fishing, twice as much time as hunting; in fact, it's more time than is spent on any other recreational activity except walking! The relatively new technology of mountain bikes has claimed an additional 15,700 Montana enthusiasts.

Because of the overwhelming popularity of bicycle riding in Montana, bicycle facilities were among the top four recreational activities perceived as being in need of additional facilities by the 1985 survey. The survey did not ask for specific needs from bikers, but typically they include: wider shoulders on the primary highway system; more biker campgrounds with appropriate fees; campgrounds spaced a day's ride apart and easily accessible from paved highways; mountain bike trails; urban bike lanes; support facilities such as bike racks, or bike lockers in public places; greater emphasis on education of adults, children, bikers, and motorists for bike safety; bicycle route information programs; bike route standards; and "share the road" promotions.

Before attention can be given to the predominant biking needs, those needs must be defined. This might be done in a number of ways including surveys, biking forums or public meetings, discussion with organized bike clubs and individual bikers, and more.

State law now requires that 0.75 percent of the revenue generated for highways be used for bike and pedestrian needs. This amounts to about \$150,000 to \$200,000 per year. In the past this revenue has been used to provide pedestrian crosswalks, signing, signals, and bike trail segments throughout the state.

This funding must be focused on high priority needs and bolstered with revenue from other sources to provide for both highway and non-highway related bicycle needs. Outstanding opportunities for Montana bikers might then be realized. Bike facilities can play a significant role in attracting tourism to Montana. According to Bikecentennial, a national touring organization based in

Missoula, bikers spent some \$658,000 in 1985 during a six-week period on the TransAmerica Bicycle Trail between Oregon and Colorado. It's estimated that touring bikers spend \$19.50 per day. Montana's lush green mountain valleys and spacious prairie grasslands, punctuated with two of the nation's prized national parks, could become formidable competition to such popular tour biking areas as the San Juan Islands or the Oregon coast.

Objective - By 1992, identify specific biking needs and coordinate presently available highway funding with other sources to focus efforts on highest priorities.

Alternatives:

- a. Recognize and consider each segment of the non-organized biking public: a) urban commuters; b) touring bikers; c) mountain bikers; and d) children.
- b. Determine by a statistically sound survey method, perceived biking needs in the state.
- c. Explore the feasibility and popularity of new funding sources for a bicycle program, such as a state or federal excise tax, a state license fee, and fund raising events.
- d. Explore the feasibility and popularity of a state bicycle coordinator position requiring recreation management expertise to administer all funds made available for bicycle oriented projects.
- e. Explore the feasibility and popularity of establishing a council of users to advise the state bicycle coordinator in pursuing the above alternatives and other bicycle user needs to be identified.

Recommendation:

Determine the direction to proceed on all of the above alternatives through statistically sound survey methodology and other forms of public and agency participation as deemed appropriate.

12. Wilderness

Early in this century, American conservationists began setting aside substantial blocks of unclaimed land to be retained as public lands. The motivation for these actions was to protect primarily forest lands from unbridled exploitation. These forest reserves and other unclaimed lands eventually became America's public lands and the remnant of the great national

commons that greeted our forefathers.

Ever since their designation, allocation of the resources of these lands has been a matter of heated public debate. Congress, the final arbitrator of this great competition for resources and space, has spoken frequently through a wide array of public land laws. One of those laws, the Wilderness Act, was passed in 1964. Since passage of this Act, conservationists through Congressional action have steadily brought land under the protection of wilderness classification. Today, the national wilderness system in Montana includes 16 wilderness areas covering over 4.5 million acres.

Of more immediate concern than management of existing wilderness is the allocation of the remaining unclassified wildlands. In Montana, the issue involves public lands administered by four agencies: the U.S. Forest Service, U.S. Fish and Wildlife Service, National Park Service and the Bureau of Land Management. The debate, however, is focused on slightly more than six million acres of National Forest still in a roadless condition. Congress is approaching resolution of this issue through a Roadless Area Review process (RARE I & II). The Montana Wilderness Study Act (Senate Bill-393) was introduced by Montana's late Senator Lee Metcalf to also address this issue. It is likely that lands affected by these congressional actions will be dealt with in a Montana Wilderness Bill in which the Congress will attempt to resolve this land allocation.

The Recreation Needs Survey revealed that six percent of Montana's population view the wilderness issue as a major recreational concern. Of those concerned with the wilderness issue, 70 percent took a "pro" wilderness stance while 23 percent saw the present wilderness system as either too big or too restrictive.

Even though only six percent of Montana's population view wilderness as a major issue, the resolution of this allocation of land is a high-profile public debate commanding major public attention. This is true because of the depth of feeling held by participants on both sides of the question. Wilderness is debated with almost religious fervor and zeal; a practice that encourages exaggeration and heated rhetoric.

Because land must be essentially roadless and possess other appropriate attributes to be eligible for wilderness consideration, wilderness classification essentially seeks to retain the present condition. The issue being debated is how much presently undeveloped wildland will remain wild and undeveloped by congressional mandate. The four federal agencies have identified 2,475,135 acres of Wilderness Study Areas (Table P). The State of Montana recommended slightly more than a million acres (Table Q) be added to the wilderness system out of areas under consideration in the RARE II process. The state also is suggesting about 135,000 acres, identified in Senate Bill-393, be added to the system.

Figure 17. Montana Wilderness Study Areas

Agency	No. of Areas	Acreage
Bureau of Land Management	44	447,000
U.S. Forest Service	39	798,592
National Park Service	5	1,026,723
U.S. Fish & Wildlife Service	15	202,820
<b>Totals</b>	<b>103</b>	<b>2,475,135</b>

Source: Agency Recreation Resource Inventory, Fish, Wildlife and Parks. March, 1986.

Figure 18. Governor's 1984 Recommendations for National Forest Wilderness

<u>Forest</u>	<u>Acreage</u>
<b>BEAVERHEAD</b>	
1001 North Big Hole	34,100
1008 East Pioneer*	89,658
1943 West Big Hole*	79,300
1945 Italian Peaks*	12,907
<b>BITTERROOT</b>	
1BAA Selway-BR Canyons	12,700
1061 Blodgett Canyon	9,600
1062 North Fork Lost Horse	7,800
1063 Trapper Creek	2,500
1064 Nelson Lake	2,900
M1845 Meadow Creek	12,600
1808 Stony Mtn. *	68,430
<b>CUSTER</b>	
1362 Lost Water Canyon*	11,080
<b>DEER LODGE</b>	
1426 Upper East Fork	5,000
1427 Storm Lake	7,620
1428/1429 Flint Range/Dolus Lake*	56,400
1609 Electric Peak *	29,500
<b>FLATHEAD</b>	
1482 Tuckuck *	19,000
S1485 Jewel Basin*	15,360
A1485 Swan Front	64,000

1500 Mission Addition	960
GALLATIN	
1545 Republic Mountain	480
1963 Lionhead*	24,500
HELENA	
1610 Big Log	9,974
1617 Mount Baldy*	16,630
KOOTENAI	
1662 Scotchman Peaks*	46,115
1670 Cabinet Face West	6,886
1671 Cabinet Face West	17,357
1676 McKay Creek	6,081
1682 Chippewa Creek	2,100
LEWIS AND CLARK	
A1485 Choteau Mountain	39,040
F1485 Silver King-Falls Creek	42,240
F1485 Deep Creek	40,320
Q1485 Renshaw	36,480
LOLO	
1301 Hoodoo (Great Burn)*	91,600
A1485 Clearwater-Monture	57,000
1784 Cube Iron*	32,900
1805 Lolo Creek	3,990
1806 Welcome Creek Addition	<u>1,100</u>
Total Acreage	1,016,208

Note: New Areas\* (14 Total)

Source: Agency Recreation Resource Inventory, Fish, Wildlife and Parks. 1986.

Other recommendations range from the entire six million acres suggested by some conservation groups to nothing at all urged by at least one trade association. The Montana Wilderness Association suggested a middle ground approach with their "Alternative W" of 2.1 million acres. This figure includes the West Pioneers addressed in 393 but no other 393 areas. The Montana Wilderness Association will probably support most of the other areas designated for study in 393. That recommendation has been supported by the Montana Wildlands Coalition, a diverse association of conservation groups formed specifically to address the Montana Wilderness Bill.

Measurements of use of wilderness areas are still vague and of questionable reliability. Some information that is available suggests that use of wilderness areas in Montana was a fast growing use of public lands until about 1983. Since the wildland base of wilderness and defacto wilderness will shrink to some degree, demand for the recreation experience found in these lands may create problems of overuse and perhaps deterioration of the recreational experience. Management of resident fish and wildlife is the responsibility of the state

except in National Parks. Consistent with that responsibility, the Montana Department of Fish, Wildlife and Parks will continue to manage the fish and wildlife resources found seasonally or permanently in wilderness areas.

Objective - There are two concerns to be addressed in the wilderness issue. The first is identifying the amount of land that should be classified as wilderness through an Act of Congress. The process to determine this has been ongoing and will not be treated here. The second concern, and the objective of current SCORP planning, is to recognize that wilderness is part of the state's natural heritage and thus identify by 1992 the extent to which the Department of Fish, Wildlife and Parks should become involved in wilderness management as representative of state interests.

Alternatives:

- a. Involve the Department of Fish, Wildlife and Parks in recreation research and management related to wildlife, outfitter and hunter regulation, water quality, air quality, and other areas of state jurisdiction in wilderness areas.
- b. Seek a more active role for the state in wilderness management and planning as part of Montana's total recreation program.
- c. Develop a new category of wildland for federal lands which does not resemble the wilderness stereotype.
- d. Wilderness management plans should incorporate the limits of acceptable change (LAC) concept.
- e. State tourist promotion efforts should be coordinated with Wilderness Plans.

Recommendations:

- a. Wilderness allocation should proceed with the Department of Fish, Wildlife and Parks providing technical information to all participants. All agencies should actively work toward joint decision-making in areas of overlapping jurisdiction.
- b. Fish and wildlife management of resident species is now and is expected to remain a state responsibility in wilderness areas, except within National Park boundaries.
- c. State inholdings within designated federal wilderness areas will be managed in cooperation with the federal land managing agency.

13. Mechanized/Non-mechanized Recreation

Snowmobiles versus cross-country skiers, motor bikes versus backpackers, 4x4's versus hikers, motorboats versus canoes and rafts, even model boats versus swimmers...conflict is too often the product of mixing the power, speed, and thrills of mechanized recreation with the more placid non-mechanized means of enjoying the same medium of earth or water.

Skiers on a backwoods trail become obstacles to snowmobiles on the same trail. The naturalist abhors the odor of engine exhaust hovering over emerging glacier lilies. Small, slow-moving craft are hard to see from ski boats. And a backpacker will encounter few things as frustrating as a four-wheel drive vehicle perched on the gravelly banks of a secluded high country lake!

Lending ammunition to non-mechanized recreators is the environmental and aesthetic damage that can occur from the unrestrained off-road use of mechanized vehicles. Detracting from the purist ethic of the non-mechanized recreator is the fact that mechanized recreation may enjoy well-funded programs backed by a gasoline tax. Yet funding must be collected equitably from all competing uses if opportunities are to be allocated equitably.

Two types of mechanized use should be recognized: the use of a machine simply for transportation; and the use of a machine expressly for the direct experience of its use.

Objective - Reduce conflicts between mechanized and non-mechanized recreational users and uses to tolerable levels by 1992.

Alternatives:

- a. Designate all public roads, trails, and areas as closed, open, or restricted to motorized vehicle use.
- b. Consider public safety, user conflicts, maintenance costs, potential environmental damage, and potential aesthetic damage when setting seasonal vehicle limitations on roads and trails.
- c. Consider establishing a citizen task force to propose management objectives that recognize the philosophical differences which may exist between mechanized and non-mechanized recreational users.
- d. The management and regulation of mechanized versus non-mechanized uses will require finding new funding sources.
- e. Encourage citizen reporting of violations by follow-up and prosecution of violators.
- f. Promote educational programs to increase awareness of potential

environmental damage and to encourage tolerance of other users.

- g. Pursue funding to establish an ORV safety and environmental protection course required of all ORV operators for travel off designated state transportation routes.
- h. Pursue joint development of state, federal and local regulations relating to vehicle limitations.
- i. Where appropriate, provide incentives for private landowners to provide opportunities for mechanized recreation.

Recommendation:

Implement the above alternatives relating to mechanized and non-mechanized use of the land resource consistent with recreational management objectives and other natural resource uses.

14. Water Quality

Water is the essence of life. This is probably best understood in the West where fish may be viewed ten feet beneath a lake's surface and backpackers still dip from mountain streams. Over 11 percent of Montana residents are concerned about pollution, and about half of these concerns are directed at water, according to the Recreation Needs Survey.

Pristine waters affected by logging practices, agriculture, hard rock mining operations, discharges from industrial facilities, and wastewater treatment plants have contributed to some of these concerns. However, the underlying theme may be a broad based desire to preserve the quality of life which Montana now offers.

A number of factors indicate that citizens and public agencies in Montana have committed themselves to the preservation of water quality. The state has some of the strongest water quality protection laws and regulations in the nation. The State Department of Health and Environmental Sciences has committed an entire bureau to water quality and the Department of Fish, Wildlife and Parks has on staff a full time water pollution control biologist. Federal agencies have hired their own hydrologists, geologists, soil scientists, and fish biologists to monitor their agencies' effects on water quality and environmental quality in general, and county conservation districts have adopted local ordinances to protect water quality.

Agencies at all levels of government that have water quality management responsibilities have signed agreements to work together to protect water

quality. With interagency review of environmental impact statements, the cumulative effect of various agency programs and activities can also be kept within acceptable limits.

Objective - Insure that Montana's state water quality standards are met on all waters by 1992.

Alternatives:

- a. Promote educational programs aimed at prevention of water quality problems.
- b. Maintain the present network and legal foundation of agency water quality controls.
- c. Encourage continued private, public and interagency communication, including EIS reviews, of projects and programs which might affect water quality.
- d. Promote proper staffing and budgeting within the various agencies directly dealing with environmental and water quality concerns.
- e. Create incentives to improve water quality.
- f. Provide adequate enforcement to monitor current water quality laws and regulations.
- g. Consider the reservation of a minimum instream flow a tool to maintain water quality.

Recommendation:

A great deal of attention is now given to maintaining water quality by local, state and federal agencies in Montana. Emphasis should continue to be strong on water quality by these agencies with special attention to localized or specific network weaknesses as discovered. This will require the implementation of all alternatives, with priority given to alternative "a" - Prevention.

15. Highways

Montana's recreational infrastructure, especially roads, was frequently the subject of Governor's Forum criticism. Many of Montana's roads and highways leading to and within recreation sites are in poor physical condition which discourages recreational use and detracts from the recreational experience.

Good highways are especially important to recreationists and to a healthy recreation and tourism industry. Many participants noted that some of the state's secondary roads were in such poor shape as to discourage recreational use.

Objective - By 1992, identify improvements necessary to roads and highways to, from, and within recreational attractions in Montana which detract from the total recreational experience.

Alternatives:

- a. Incorporate consideration for recreational needs into highway construction and maintenance standards needs.
- b. Identify for upgrading all roads and highways which are crucial to recreation that do not meet minimum standards.
- c. Generate additional road maintenance revenue by increasing the highway fuel tax.
- d. Encourage recreation corridors and greenways by promoting recreation opportunities along well traveled/well maintained public thoroughfares.
- e. Increase the number and quality of highway rest areas along Montana's highways and actively use them for the distribution of tourist information.
- f. Establish well equipped tourist information centers at important entry point highway rest areas in the state.
- g. Rest areas should allow overnight stops which could be managed by an on-site concessionaire.
- h. Consider placing the management of highway rest areas under the authority of the State Park System using the current gas tax funding source.
- i. The placement of new recreation facilities should weigh carefully the advantages and disadvantages of possible new public road construction and maintenance efforts.
- j. Create a road designation for unique roads and highways primarily used for recreation and major park system access roads to be administered by a recreation agency using earmarked gas tax revenue.

Recommendation:

Use combinations of the above alternatives to accomplish the stated objective, while reserving alternative "c," an increased gas tax, as a last resort.

#### 16. Liability

"No one, private or government, should be expected to provide any type of service under the constant threat of legal action for damages caused by the carelessness or negligence of the participants. New legislation is needed at both state and federal levels to make people more responsible for their own actions. Failure to enact such legislation will eventually erode public trust in 'the system' to the point where recreation of any kind will not be available."

William Trenberth  
Director  
Showdown Ski School

Concern was expressed by Governor's Forum participants over the rising cost of liability insurance. Government officials and private providers alike expressed concern that insurance costs have become prohibitive. In some cases, liability insurance cannot be obtained at all. Many recommended some kind of regulatory legislation. National legislation would be desirable so that insurance would be consistent across the nation.

Objective - By 1990, investigate options to hold people more financially responsible for their own actions.

##### Alternatives:

- a. Encourage passage of state or federal legislation protecting recreation providers from lawsuits except in cases of willful or intentional acts (i.e. the Snowmobiler's Responsibility Act of 1987, Section 23-2-654 M.C.A.).
- b. Establish legal disincentives for frivolous suits.
- c. Recreation providers must recognize a moral as well as a legal responsibility for the health and safety of their users.
- d. Establish formal interagency safety, risk management, and hazard reduction standards for public parks and recreation sites.
- e. Conduct research on setting a legal limit for attorney fees related to the settlement of an injury suit at a public facility.

##### Recommendation:

Alternatives "a" and "b" are recommended to private lobbyists, with technical support from state and federal recreation management agencies. Alternatives "c" and "d" should be considered and acted upon as appropriate.

#### 17. Recreation Management Decision Making

"The key is cooperation and coordination in an overall recreation plan for a given area. Grass roots management is often much more effective than a large bureaucracy, however, standards must be insured and therefore federal and state organizations are necessary."

Max Edgar  
Park Board President  
Flathead County Parks and Recreation Board

The stewardship of Montana's recreational resources was seriously questioned by the Governor's Forum participants. Public dissatisfaction was repeatedly expressed regarding the adequacy and reliability of public agencies in managing Montana's recreational resources. Montanans expect accountability from their public land managers and they want more local involvement in determining what happens to the recreational opportunities they have identified. Several individuals also commented that recreational policymaking must be flexible and thus readily adaptable to changing public needs.

Although examples were provided where some agencies are doing a good job, many felt that recreation management by government agencies is, in general, failing to provide the quantity and the quality that the public wants. There was a strong feeling among Forum participants that in order to correct this, more of the responsibility and accountability for recreation management decisions should be shifted to state and local decision makers. There was strong support for reasonable user fees, provided the money is returned for the management of areas from which those fees were derived.

Objective - Initiate actions by 1989 to guarantee that local comments are considered in all recreation management decisions.

##### Alternatives:

- a. Increase public participation in recreation management decision making using the most effective citizen participation techniques.
- b. Strengthen interagency coordination between federal, state and local entities when making recreation management decisions.
- c. Encourage recreation managing entities to return earned revenue back to benefit recreation sites and programs.

- d. Establish the interagency council referred to in issue 6, alternative d.

Recommendation:

Promote at every opportunity, the implementation of all alternatives above.

18. The Disabled

"Mobility impaired persons have built-in handicaps that already limit them from enjoying the recreation resource. I believe that we have all the rights and responsibilities that able-bodied sportsmen have, but we require the laws to take into account our physical capabilities."

Vince Burns  
Bozeman

Several Governor's Forum participants felt that the disabled, together with the aged and very young, are not adequately accommodated by outdoor recreational opportunities in Montana. Improved wheelchair access to highway rest areas and controlled road hunting were among some of the recreational improvements suggested for the disabled. Additional emphasis on the development of urban recreation facilities was felt to be especially important for the young, the aged and the poor.

Objective - By 1992, provide measurable improvements in needed recreational facilities for the disabled, the aged, and the very young in proportion and in proximity to their segment of population.

Alternatives:

- a. New construction should be wheelchair accessible wherever appropriate.
- b. Recognize that the term "disabled" applies to more than those confined to wheelchairs.
- c. Survey Montana's population to determine the range of handicaps, needs, and proportion of the population represented.
- d. Explore the feasibility of a citizen's advisory board on the recreation needs of the disabled.
- e. Consider hunting from vehicles in specific areas for disabled hunters.

- f. Encourage municipal and county recreation programs to address the needs of disabled persons, and promote communication and cooperation between all provider agencies and interest groups.

Recommendation:

Before action can be effectively directed at the issue of recreation for the disabled, sound demand information is needed. It is therefore recommended that a statistically sound survey of the state's disabled persons be performed to determine issues and demand to guide all future recreational programs and facility development efforts.

19. Stream Access

The State of Montana in 1985 enacted the Stream Access Law. The law says that, in general, all surface waters capable of recreational use may be so used by the public without regard to the ownership of the land underlying the waters. This action was in response to a state supreme court division which addressed the same subject.

State government has the primary responsibility for river management in Montana, and the Department of Fish, Wildlife and Parks is viewed as its agent. However, the expertise and resources of other agencies, especially those with large federal land holdings, must be factored into overall river management within Montana.

Objective - Nurture and maintain, through education, a harmonious co-existence of river recreators, and private landowners by coordinating resources of all state and federal agencies, and private entities involved in river recreation.

Alternatives:

- a. Schedule coordinating meetings between involved agencies, landowners, and user groups.
- b. Where applicable, involve interagency personnel, landowners, and/or user groups which best address specific river management issues in a coordinated manner.
- c. Disseminate educational information through new efforts and through existing programs such as the hunter safety and snowmobile safety programs.
- d. The Department of Fish, Wildlife and Parks must continue to assume

the lead role in the administration of the state's stream access law, recognizing its responsibility to act as a catalyst for coordination and cooperation between all land managing agencies and river user groups.

- e. The Department of Fish, Wildlife and Parks should continue to administer the State Stream Access Law through Commission policy decisions utilizing internal technical resources.

Recommendation:

It is recommended that the above alternatives be thoroughly explored to guide the implementation of all actions as well as other Department of Fish, Wildlife and Parks river decisions. Public involvement would involve a Department of Fish, Wildlife and Parks representative of each program division and the Director's Office. In addition, a task force could consist of: landowners, recreational users, and representatives of adjacent land managing federal agencies.

#### 20. Cross-Country Skiing

Skis and skiers have been around since before the "Hotling Ski," which was found in a Swedish peat bog and aged at over 4,500 years. What was once an essential means of transportation over a frozen landscape has become, in today's affluence and technology, a source of relaxation, thrills, and a way to enjoy America's winter scenery.

Downhill skiing facilities are quite common and well equipped because of the ease of identifying and assessing users. Downhill ski areas have become an economic base for a number of American communities. Cross-country skiing used to be a more dispersed form of recreation requiring little more in the way of facilities than a place to park a vehicle. However, there is a new trend in what is desired, and thus required. As cross-country skiing attracts more and more enthusiasts, the demand for plowed parking areas, groomed trails, and even warming huts is increasing.

The Recreation Needs Survey disclosed that Montana has over 108,000 resident cross-country skiers, or 18.6 percent of the population. This is essentially equal to the number of people who downhill ski. Respondents to the survey identified cross-country skiing as among the top six recreational activities in need of additional trails and facilities in Montana.

Identifying and assessing fees for facilities from this group of dispersed users who largely use public land is difficult, making it unattractive to most private entrepreneurs and difficult for public agencies to justify management

programs. What it will take is a unified effort between skiers, ski clubs, ski equipment suppliers, and public agencies to bridge this gap to establish a user pay philosophy.

Objective - By 1992, identify private/public roles in providing trails and facilities needed by Montana's cross-country skiers at a reasonable cost to the users, in coordination with private providers.

Alternatives:

- a. Consider a state excise tax on all cross-country ski equipment sold in the state.
- b. Encourage cross-country ski clubs to organize and contribute to the maintenance of ski facilities in their area.
- c. Identify the demand for a Park and Ski Program (i.e. a pass for vehicles using designated plowed parking areas to return proceeds to support this program).
- d. Support legislation to establish a cross-country ski grant-in-aid program through the state to assist federal, state and county agencies, and private organizations with the development and maintenance of cross-country ski facilities.
- e. Provide an avalanche hazard warning program.
- f. Develop a cooperative program to designate selected areas closed to vehicles as cross-country ski areas.
- g. Coordinate cross-country ski trail development, operation and maintenance with other trail systems.
- h. Encourage use of public golf courses for cross-country skiing.
- i. Use publicly funded cross-country ski programs to complement private provider efforts by:
  - 1) Negotiating for privately built trails and facilities on public land to the mutual benefit of the user and provider.
  - 2) Negotiating for privately owned concessions on a publicly provided trail.
  - 3) Providing financial and technical assistance to private providers where returns are possible in the form of reduced user fees, or increased services of equal or greater value.

Recommendation:

All alternatives should be considered and implemented as appropriate.

## 21. Cultural Resources

Montana's cultural and archaeological resources provide citizens and visitors with tangible links to the past. It is unlike the "old world," where countless generations of today's culture extend into the past. Yet knowledge or awareness of native village sites, burial grounds, or sacred grounds lends an air of familiarity to current residents of a new culture. It is not uncommon for contemporary Indians to still pay homage to these sites. Unlike other Montana resources, cultural resources are non-renewable and, one by one, are forever lost when defaced by construction projects.

**Objective** - Recognize the unique value of cultural sites or objects and encourage the identification, preservation and interpretation of these resources using existing cultural resources, laws and policies.

### Alternatives:

- a. Cultural resources must be identified and recognized by all state, federal and local agencies with an active effort towards preservation.
- b. Preclude public use or site disturbance on extremely fragile cultural lands such as Indian religious sites.
- c. Cultural resources in danger of being lost due to construction, agricultural practices, or for other reasons should be salvaged or preserved as directed by the State Historic Preservation Officer (SHPO).
- d. Preservation should always be the first alternative considered in the management of cultural resources. Natural deterioration of a cultural site or structure is preferred over destruction if salvage or restoration is not possible.
- e. Public education and interpretation should be employed to instill respect for the resource and promote preservation.
- f. Incentives for preservation and rehabilitation of cultural resources should be established to encourage private sector involvement in preservation.
- g. Cultural resources throughout Montana should be inventoried and kept on file with the State Historic Preservation Office for use in reviewing the environmental impacts of future construction

projects.

Recommendation:

All alternatives are recommended for implementation with the State Historic Preservation Office being recognized as the central point of coordination for all land managing agencies in Montana. Work should be directed toward a professional understanding of the history and prehistory of Montana's cultural resources as indicated in the state historic preservation plan.

22. Litter/Garbage

A walk along popular rivers or lakeshores will reveal disgraceful quantities of discarded pop and beer cans, glass and paper products. Over ten percent of the respondents to the Recreation Needs Survey "major concerns" question identified litter as a major recreational concern. To reduce the accumulation of litter in our natural places will require increased public awareness.

Objective - By 1992, obtain a visible reduction in litter from Montana's landscape.

Alternatives:

- a. Make garbage receptacles more visible at popular recreation sites and increase litter pickup efforts.
- b. Seek litter and garbage pickup help from local service groups, criminal offenders as restitution, or from welfare recipients as a form of "workfare."
- c. Increase the penalty for littering and strictly enforce the law.
- d. Consider a crimestopper program aimed at litter.
- e. Emphasize the "Pack-In, Pack-Out" philosophy.
- f. Promote the use of biodegradable or returnable, deposit required, packaging for items commonly used by recreationists.
- g. Implement a bottle and can tax on distributors to finance public education efforts.
- h. Increase public education to bring about an awareness of litter habits, and a desire to curb them and an acceptance of the "Pack-In, Pack-Out" philosophy.

- i. Encourage the State of Montana to participate fully in the national "Take Pride in America: This Land is Your Land" program to bring about a heightened sense of public awareness.

Recommendation:

Utilize in an interagency campaign posters, signs, brochures, TV and radio spots, school and interest group programs, and other tools that may be available to heighten the public sensitivity to litter and its desire to curb the problem. Emphasize alternatives "b," "d," "e," "f," "g," "h" and "i" in this campaign.

23. Vandalism/Misuse/Abuse of Recreational Facilities

Daily acts of vandalism, misuse and abuse at parks, recreation sites, campgrounds, and public places across the state have contributed to staggering and prohibitive operation and maintenance costs. Facilities all too often must be left in disrepair because of the cost or hopelessness of preventing similar destruction in the future.

Vandalism in one form or another was a major concern for 12 percent of those who responded to the "major concerns" question in the Recreation Needs Survey. Victimized agencies are in a particularly vulnerable position. Education is not always effective because such acts are sometimes impulsive and not based on sound reasoning. Fines can be effective when the perpetrator is caught, which is seldom the case. Vandal resistant facilities such as concrete latrines have suffered less abuse but are not immune to vandalism.

Objective - Establish programs which will result in a measurable decrease in vandalism, misuse, and abuse of public recreation facilities by 1992.

Alternatives:

- a. Promote a public awareness campaign on the effects of vandalism, misuse, and abuse.
- b. Support crimestopper programs with rewards given for information leading to the arrest of vandals.
- c. Develop penalties that serve as effective deterrents to vandalism, misuse and abuse, such as a contribution of labor, or forfeiture of recreation privileges engaged in during the littering act.
- d. Install vandal-resistant facilities during initial development of new sites or when existing facilities are upgraded.

- e. Develop sites in accordance with the ability of the managing agency to deter vandalism.
- f. Encourage the State of Montana to participate fully in the "Take Pride In America: This Land is Your Land" program to bring about a heightened sense of public awareness.

Recommendation:

All of the above alternatives are recommended for use with emphasis given to alternative "a" - public education.

rpt/482.9a



**CHAPTER 4- MAKING IT WORK**



MAKING IT WORK  
A New Partnership

A common thread that runs through all the issue recommendations is the need for improved communication and coordination between public recreation providers, a new partnership of effort.

Management

To accomplish this mission, a Council on Recreation (CORE) should be established to coordinate the administration and stewardship of the state's outdoor recreation resources. The CORE should be chaired by the Governor and consist of the chief federal, state and local recreation land managers in the state.

Council responsibilities could include the identification of the major recreational needs and issues in Montana. Strategies would then be developed for pooling appropriate resources to meet needs on a priority basis.

The CORE's continuing charge would be to advise on recreation management from an interagency perspective on a statewide basis.

The spirit of common interest in meeting outdoor recreation goals in Montana will be the driving force behind the decisions of the CORE. Outdoor recreation objectives would be discussed, prioritized, and scheduled for action in a chorus of mutual understanding and interagency coordination.

Decisions about outdoor recreation priorities would no longer be decided exclusively in Washington, D.C., or in state capitols. Instead, the CORE would be responsible for developing a mechanism to involve the public in its decision-making. The incentives offered by a Natural Assets Trust Fund would stimulate and promote a spirit of cooperation that would better allow the state to meet the recreational needs of residents and nonresidents alike.

Funding

With the establishment of the CORE, the methods and tools needed to identify the state's most pressing needs and priorities would be available on a regular basis. However, in order to address both the current and future needs identified in this document, funding sources will also be required.

The Governor's Forum revealed strong support for user fees, provided the money is returned for the management of areas from which those fees were derived.

Although this concept is logically sound, it will not be easy to accomplish by all agencies due to the extent of dispersed recreation uses across the state. For example, how do you collect a user fee from a family out for a drive in the country? Mechanisms to collect, administer and insure compliance, as well as the complete scope of such proposals, have yet to be determined. Repeated studies have also shown that public agency user fees are not a barrier to participation by the disadvantaged, the poor, the disabled, and the aged. These groups, in fact, have often supported user fees more vigorously than the general population. Fees generated at federal recreation sites within Montana should remain with the federal land management agency in Montana to support management of land where the fee was generated, rather than be used to supplement overall revenue.

A state driven distribution system must be established to assure that Natural Assets Trust Fund monies would meet Montana's recreational priorities. The state must establish its own recreational trust fund with interest dedicated toward meeting the state's recreational needs. The earnings from these funds would be used to match the interest monies available from the Natural Assets Trust Fund. User fees generated by Montana and revenues generated from public land user fees would also be eligible as matching dollars for the funds available from the Natural Assets Trust Fund.

With the mechanisms in place to identify and prioritize the state's recreational needs, the CORE could marshall the resources needed to address these needs in a coordinated manner. Currently, those needs are addressed piece meal at best. This federal/state partnership would facilitate prioritizing both federal and state land recreational needs, generating revenues to meet such needs. Matching funds from a variety of sources could be pooled to allow priority needs to be addressed quickly rather than relying on conventional funding means which have often fallen way short of the mark.

The Governor's Forum heard public consensus that all recreational facilities, regardless of land ownership, are in need of better stewardship. Natural Assets Trust Fund dollars would be dedicated to projects on various lands based on CORE priorities. User fees and locally generated recreation funds could also be matched with Natural Asset Trust Fund money to improve recreational opportunities on federal, state, and local lands.

If Natural Assets Trust funds fall short of state and local matching abilities, eligible applicants would receive a standard prorated share of available dollars.

With the establishment of the CORE and a Natural Assets Trust Fund, coupled with realistic user fees, all levels of government could again accept a responsibility to address the unique recreational needs of Montanans. The beneficiaries of this partnership would be the recreating public. Montanans should be able to draw distinctions between local, state, and federal recreational opportunities by their unique responsibilities, not by large

discrepancies in their abilities to provide those opportunities. Montanans want a greater voice in the allocation of recreational resources in Montana.

#### LWCF Open Project Selection Process

The Land and Water Conservation Fund provides federal matching grants to states and their political subdivisions for assistance in the acquisition and development of public outdoor recreation sites and facilities. Grants may be used to fund up to 50 percent of outdoor recreation project costs.

The Montana Department of Fish, Wildlife and Parks was designated the state agency responsible for this program in 1965 and the Parks Division was assigned the responsibility of its administration. During the past 22 years, Montana has received nearly \$30 million from the Fund. With the 50 percent matching requirement, this has resulted in almost \$60 million being expended on public outdoor recreation areas and facilities in Montana.

Although the LWCF allocation to Montana has been cut back drastically by the federal government in recent years, enthusiasm and support for the program continues, evidenced by the fact that local government requests for dollars exceed the amount of available allocation. There are two separate project rating systems for the open project selection process: 1) Locally Sponsored Land and Water Conservation Fund Project Selection Process, and 2) State Sponsored Land and Water Conservation Fund Project Selection Process.

#### Locally Sponsored Project Selection Process

Locally sponsored applications received in 1987 were required, for the first time, to include the results of a local telephone recreation survey as prescribed in the Manual for the Local Recreation Survey developed by the Department of Fish, Wildlife and Parks in 1985. This new requirement is intended to help the state and local communities make wise decisions. Local communities can assess their specific outdoor recreation needs before developing a grant proposal in a formal, consistent, documented manner. The state can then better prioritize grant applications for funding. The telephone survey requirement necessitated revision of the project selection process.

The revised process consists of five major categories:

- 1) Preliminary Requirements
- 2) Project Type and Use
- 3) Financial Profile

4) Need For Project

5) Project Application and Administration

Section 1 - addresses five factors which must be met before further consideration is given to the application: 1) ability to operate and maintain the site; 2) ability to provide 50 percent of the project cost; 3) enhancement of environmental setting; 4) compliance with all applicable laws and regulations; and 5) priority considerations related to meeting specific local needs, providing active and passive participation, multiple season use, and accommodation of a variety of recreational uses.

Section 2 - evaluates the use season(s), the orientation of facilities and areas towards active or passive recreation, user fees or expensive participant equipment, multiple use design, contribution to the conservation of energy and acquisition of land.

Section 3 - determines the previous distribution of LWCF dollars and the reliance on other state or federal funds to fulfill the matching requirements.

Section 4 - considers facility standards, activity needs, facility needs, the special needs of children, the elderly and the handicapped, and special concerns derived from local or state surveys.

Section 5 - recognizes that certain administrative considerations affect the completion and operation of a project. An evaluation is made of the sponsor's prior participation in the LWCF program, the maintenance and operation of previous projects, and whether the project is a resubmission of a previous year project which was eligible but not funded.

State Sponsored Project Selection Process

Priorities have been established to help determine if a state-sponsored project will be considered for LWCF funding. A project proposal must address at least one priority to receive further consideration. The priorities listed below have no order of magnitude - one is as important as the other. The need for this flexibility has become acute with the severe funding cutbacks in the Land and Water Conservation Fund in recent years, since the highest priority statewide projects must now be funded with other sources of money if they are to be accomplished at all.

1. Projects earmarked for LWCF funding by the State Legislature.
2. Projects which will enhance the recreational experience by conserving the scenic, archaeologic, scientific, and recreational resources of the state

and provide for their use.

3. Projects designed to aid in people management and law enforcement, i.e., controlled access, screened camping areas, vandal-proof facilities, area designations and development for specific uses.
4. Projects near population centers.
5. Projects which will serve as a destination vacation site, i.e., with significant attractions on site or within a short drive.
6. Projects which will help the state acquire inholdings at existing sites.
7. Projects which will provide a trail experience or a trailhead onto other public land.

All projects determined desirable for LWCF funding must meet one of the below listed criteria. The criteria are listed in descending order of priority.

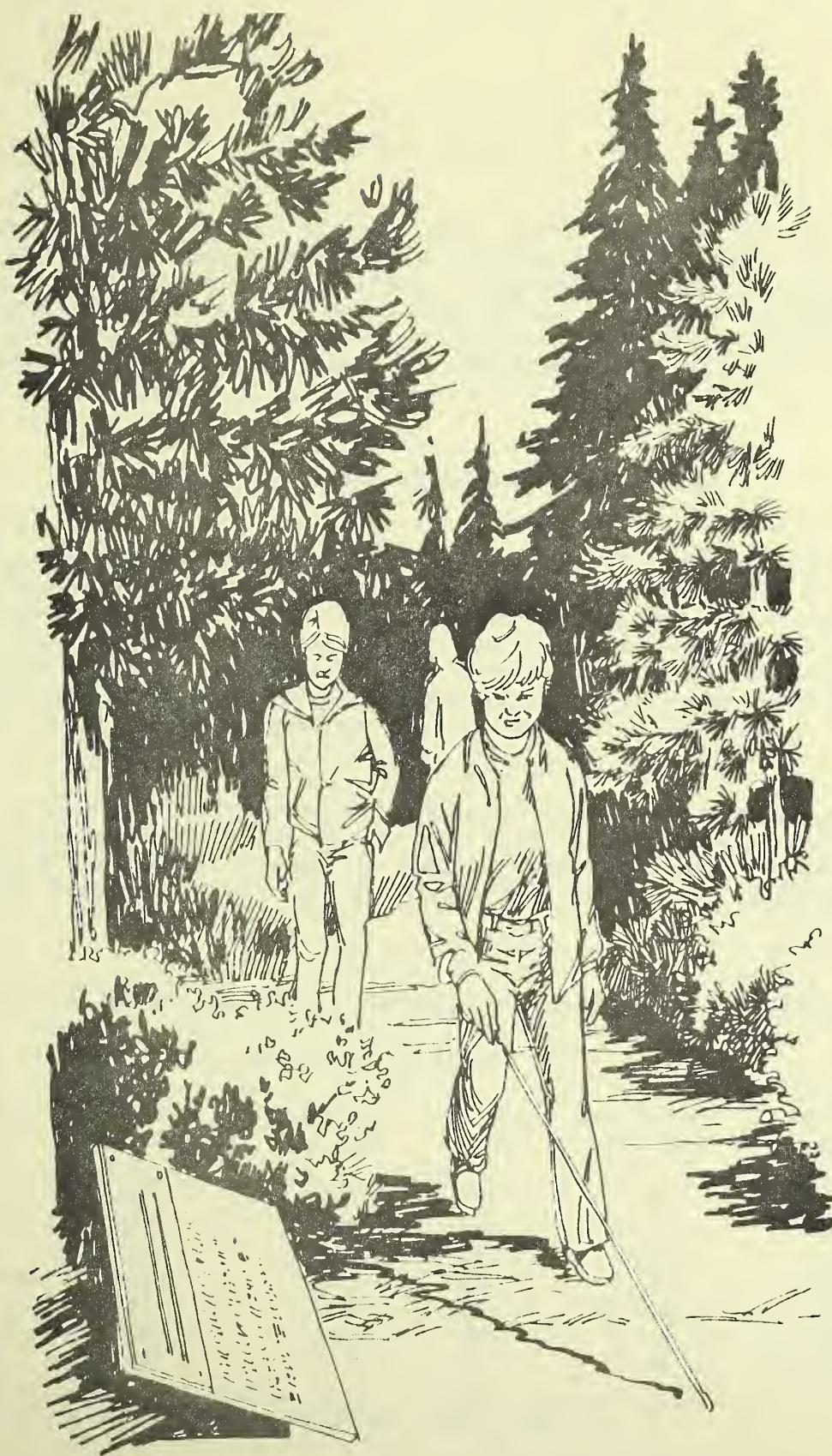
The projects which meet criteria #1 will receive matching LWCF assistance first. All projects within criteria #1 will be ranked according to the priority of additional criteria which are addressed, with the exception of criteria #8. The tendency will be to rank that project highest which addresses the most consecutive criteria.

1. Health and Safety, Emergencies
2. Health and Safety, Routine Concerns
3. Protection of Existing Investment
4. Projects that Reduce Operation and Maintenance Costs
5. Visitor Service, Comfort or Convenience
6. Projects Having No Operations or Maintenance Impacts
7. Problem inholdings
8. Acquisition of new Parks

Operations and maintenance of the State Park System will be given priority over expansion. New acquisitions will be considered after the other criteria are adequately addressed.

A project which will significantly increase the cost of operation will be ranked lower than one which will not.





CHAPTER 5 – SPECIAL STUDIES



## SPECIAL STUDIES

Since the publication of the 1983 SCORP, a number of recreation information analysis efforts have been undertaken. These efforts have included telephone and personal interview surveys, compilation of agency resource data, environmental impact statements, and public forums. A synopsis of each of these special studies is printed on the following pages. Studies for which reports are available are listed alphabetically in the REFERENCES section of this plan, together with information on where copies can be obtained.

### Problems and Needs of Montana Indian Tribes

Within Montana's Indian reservations are over eight million acres of varied habitat, ranging from the black sagebrush, western and thickspike wheatgrass of the near-desert climate of the Garvin Basin on the Crow Reservation to the subalpine fir, limber pine, sheep fescue, and alpine bluegrass complexes of the Northern Continental Divide areas on the Blackfeet and Flathead Reservations. Nearly five million of these eight million acres are owned by individual tribal members or their tribal governments, with the balance in fee title.

The reservations' economies are typically ranching, farming, and timber, with some locations also having oil and gas, surface coal mining, manufacturing, and tourism. The number of enrolled members living on reservations range from 1,500 at Rocky Boy to 6,900 on the Blackfeet Reservation (see figure 19).

Figure 19. Montana Indian Reservation Ownership and Population

Reservation Name	(thousands of acres)				(Number) Enrolled Members
	Within Reservation	Allotted Land	Tribal Land	Fee Title/ State Land	
Blackfeet	1,463	683	257	523	6,900
Crow	2,296	1,112	408	776	4,900
Flathead	1,243	51	590	602	3,200
Fort Belknap	675	403	185	87	2,100
Fort Peck	2,093	518	392	1,183	4,500
N. Cheyenne	445	121	316	8	3,900
Rocky Boy	127		108	19	1,500

Source: U.S. Bureau of Indian Affairs. March, 1987.

Primary outdoor recreation activities include horseback riding, hunting, fishing, rodeos, and Indian celebrations and pow-wows. Most tribes have permits available to nonmembers for fishing, and hunting of certain species of upland game birds and waterfowl in conjunction with state regulations. Hunting of big

game on reservations is restricted to tribal members only.

Developed outdoor recreational facilities on Indian lands are scarce. High unemployment levels, combined with a low discretionary income and tax base, leave only cyclical federal and state programs as providers of significant recreational development dollars. Developing dance arbors, rodeo arenas and appurtenant communication, sanitation, camping and traffic facilities are significant needs. Dispersed recreation needs include the funding, supplies, and equipment to help tribes establish or expand fish and game enforcement and management programs.

#### Montana Wetlands Priority Conservation Plan

On November 10, 1986, President Reagan signed the Emergency Wetlands Resources Act of 1986 (Public Law 99-645). The purpose of the Act is to promote, in concert with other Federal and State statutes and programs, the conservation of the wetlands of the Nation in order to maintain the public benefits they provide. The act provides for federal wetlands acquisition and gives equal consideration (along with other lands) to acquisition involving the purchase of wetlands with LWCF monies. While acquisition of wetlands for public outdoor recreation has always been eligible for LWCF assistance, they are now specifically highlighted under the new act. In addition, SCORPs must now contain a Department of the Interior approved wetlands component starting in fiscal year 1988.

In order to comply with the recent legislation, the National Park Service has requested that states modify their existing SCORP document to specifically address the wetlands issue within each state. The objectives of this plan must be consistent with the draft version of the National Wetlands Priority Conservation Plan (NWPP) developed by the U.S. Fish and Wildlife Service (USFWS). Factors to be considered include the estimated proportion of remaining wetlands that currently exist, the estimated current rate of loss and threat of future losses of the various wetland types and consideration of the functional values of these wetlands to wildlife, fisheries, water quality and outdoor recreation.

In response to this mandate, the Montana Department of Fish, Wildlife and Parks has included these needs in the development of an ongoing wetlands consultation process that began over two years ago. Through both meetings and correspondence, all wetland related activities in Montana have so far included coordination and consultation with the following agencies and groups: federal-Bureau of Land Management, Corps of Engineers, Environmental Protection Agency, Fish and Wildlife Service, Highway Administration; state - Department of Highways, Water Quality Bureau; groups - Ducks Unlimited, The Nature Conservancy.

#### Resource Assessment

Inventory - To date, the Department of Fish, Wildlife and Parks has not been

actively involved with a wetland inventory program nor a statewide prioritization of wetlands acquisitions and easements. However, the USFWS has been involved with these types of programs in Montana. This represents the best available information to date.

The objective of the program (consistent with LWCF guidelines) is to prioritize wetlands, as defined by Public Law 99-645, within the state for protection; specifically, to provide for land acquisition for outdoor recreation, and to insure continued productivity of the waterfowl resource and wetland functional values. At the present time, the program does not include a discussion of riparian lands or river beds.

An inventory of existing wetlands is necessary in order to respond to the question of wetland status and trends. The USFWS is currently involved with the National Wetland Inventory project that has targeted the glaciated pothole regions within the U.S. including Montana. The sequence of these photo-mapping efforts in Montana are as follows:

<u>Completed</u>	<u>Drafted</u>	1988	1989
		<u>Proposed</u>	<u>Proposed</u>
Hardin SE	Havre NE	Wolf Point	Great Plains Zone
Ekalaka	Glasgow NW, SW	Intmtn. West Zone (Flathead) Rocky Mtn. Front Zone	

When this project is completed, it will provide FWP with a detailed inventory of wetlands by type (based on the Cowardin classification system) within the state.

In addition to this ongoing inventory work, completed inventories available as SCORP references include Harvey Wittmer's Land acquisition and development plan, Flathead and Lake counties, 1986, and Rodney King's Wetlands Delineation of Montana, 1974-1975; compiled for the USFWS. The latter effort was directed towards the identification of natural wetlands throughout Montana with significant waterfowl production capabilities. This information was assembled on a county basis and prioritized for the USFWS wetland acquisition and easement program. This was again directed at natural wetlands and did not address the waterfowl production capabilities of the artificially created stock dam complexes of eastern Montana.

Threat Analysis - Review of the draft National Wetlands Priority Conservation Plan indicates that, on a regional basis, wetland losses within Montana have occurred at a much lower rate in comparison to other regions of the United States. Drainage and irrigation drawdowns can be a problem, but not to the magnitude of that experienced in the Dakotas and Minnesota. However, intensified land use practices on upland habitat types adjacent to wetlands has definitely impacted the waterfowl production potential of many of these complexes. Residential development, especially in the Flathead Valley, is reducing the overall values of the wetland/upland complex for waterfowl.

The wetland losses that have occurred have not been quantified with any accuracy. Estimates are included as part of the inventories above. Impacts to adjacent upland habitat types in some areas have been extensive and have reduced both the wetland functions and the waterfowl production potential of the wetland complexes.

Both King's Wetlands (Tables 2 and 5), and Wittmer's Land Acquisition and Development Plan, (Table 1 and Appendix 1), lay out potential acquisition priorities and targets. Both of these references are reproduced in full in the SCORP Appendix. In terms of dealing with natural wetland complexes, this is the best information currently available. The one drawback to this information is the lack of recognition given to the livestock reservoir complexes scattered throughout eastern Montana.

Significant numbers of stock reservoirs were constructed during the last 30 years by both the private sector and public agencies. A total estimate is not yet available. However many of these units have washed out or are in need of maintenance work. The construction of these reservoirs did not offset the loss of natural wetlands in the glaciated pothole area of Montana. However these reservoir complexes when constructed in areas of suitable soils and upland vegetation types have been productive for the waterfowl resource. Many of these reservoirs provide an important contribution to waterfowl production and associated recreational opportunities. A statewide program requires an inventory of this portion of the wetland base and, hopefully, the National Wetland Inventory project will provide this data.

#### Protection Strategies

State legislation in 1987 (Sec. 87-1-241, 242 MCA) created an earmarked source of revenue that will go towards a wildlife habitat acquisition program. Guidelines for the program are currently being assembled and will apply to wetlands. This is in addition to a State Waterfowl Stamp program initiated in 1985 (Sec. 87-2-411, 412 MCA). Efforts under this latter law are being directed towards enhancement and development of wetland-upland complexes for waterfowl production.

The intent of the state waterfowl stamp program is to protect, develop and enhance wetlands and associated uplands areas to increase waterfowl production capabilities. Specific work activities will take place on both state and privately owned lands and will include incentives for such things as island construction, diking, installation of water control structures, erection of artificial nest structures, seeding of dense nesting cover, and fencing to control livestock grazing. Easements and/or acquisitions will be used to provide public access and to protect existing wetlands.

This program is reviewed by an advisory council composed of representatives from the agricultural industry, sportsmen and non-consumptive groups. Activities are also overseen by the Montana Fish and Game Commission. Dollars from the waterfowl stamp program will be used to match funds from the Ducks Unlimited

Matching Aid to Restore States Habitat (MARSH) program and to assist with development of Ducks Unlimited U.S. Habitat projects.

Under a new U.S. Prairie Joint Venture Program that is part of the North American Waterfowl Management Plan, several projects are scheduled for possible implementation. The two projects that have been accepted for Montana include the Beaver Creek Project in South Phillips County and the Comentown Project in northeast Sheridan County. The objective of both projects is to increase the waterfowl production capabilities of existing wetlands and various management strategies will be employed to meet that goal. A detailed prospectus is being developed on each project.

A highway mitigation project is also being designed to evaluate and document unavoidable impacts to wetland habitats as a result of highway reconstruction activities. Mitigation strategies will include both on-site and off-site activities that replace wetland habitat. A method to identify wetland types and to provide an assessment of their functional values is currently being developed by an interagency wetland committee. The intent is to develop a consistent approach to dealing with impacts and provide mitigation strategies. This information will be available for review when completed.

In addition, guidelines are currently being developed for the Department's wildlife habitat acquisition program with implementation targeted for March 1988. This will be an acquisition-easement program with the objective being to protect wildlife habitat including wetlands. Priorities will be established on a statewide basis.

Public involvement was extensive in the development of the above strategies. Both were established through the legislative process where numerous public hearings were held, and both have been featured in the department's Montana Outdoors magazine (March/April 1986-88, May/June 1987; July/August 1988). The waterfowl stamp includes a publicly advertized annual contest to choose a painting for the stamp with proceeds from the sale of art prints to be used for waterfowl habitat.

The wildlife habitat acquisition program grew out of wildlife habitat concerns mentioned by the public at both the 1986 Governor's Forum and the SCORP Issue Development Workshop (issue 10). Also, public review and hearings were held regarding proposed policy and priorities for the habitat acquisition program in major communities throughout the state during January and February, 1988.

#### State Priorities

Guidelines being developed for both of the above programs will be instrumental in the prioritization of potential acquisition activities under the LWCF program. However, the inventory of Montana wetlands is still underway and will not be completed for at least another 2 to 3 years. The DFWP has not yet developed a

separate prioritized ranking of wetlands for acquisition. The efforts of the USFWS, however, have laid out some guidelines for wetland protection within the state.

Certain areas of the state obviously have much greater potential for wetland protection, development and enhancement based on habitat and breeding densities. Acquisition priorities and targets are listed in King's Wetlands (Tables 2 and 5) and Wittmer's Land Acquisition and Development Plan (Table 1 and Appendix 1) references which are reproduced in full in the SCORP Appendix. However, artificial stock dam complexes of eastern Montana are omitted. When the National Wetlands Inventory is finished we may have the opportunity to develop a more complete list of acquisition priorities.

Thanks to state and federal programs other than LWCF, over \$1 million annually is available for carrying out wetlands protection strategies in Montana. Therefore, the protection of wetlands will remain for the foreseeable future one of the lowest priorities for the expenditure of LWCF funds. To prioritize wetlands high enough to become dependent upon LWCF funds would seriously jeopardize an already healthy program.

The department is however considering funding strategies which could allow the use of wetlands funds to share in the acquisition or development of portions of parklands for waterfowl production. Therefore no change in the LWCF priority rating system is necessary for these purposes at this time.

#### National Issues

First of all, Montana has complied with a National Park Service request to amend our SCORP document to satisfy new wetlands criteria. Yet at this point in time, LWCF funding levels are nowhere sufficient for use in wetland acquisition purposes. Other state and federal programs channel millions of dollars for wetlands protection and enhancement activities instead.

Secondly, Montana wetlands have not been impacted to the degree of the prairie pothole regions of the Dakotas and Minnesota. However, impacts such as drainage, intensified agricultural activities and subdivision development continue to reduce the productivity of wetlands within the state. From a waterfowl production standpoint, it is imperative to recognize the importance of the quality of the upland areas adjacent to these wetlands. This point should be emphasized in the National Wetlands Priority Conservation Plan.

Finally, the thrust of the NWPP is protection of natural wetland basins, especially those in the high loss category. Obviously these are very important components on a national level. Within the state of Montana, particularly in eastern Montana, the importance of artificially created livestock reservoirs to the wetland base and waterfowl production cannot be overstated. Under the proposed evaluation criteria, these wetlands would assume a low priority for

protection. From a state standpoint this could create a problem in using LWCF or possibly other federal funds for wetland protection.

#### The 1986 Governor's Forum on Montanans Outdoors

Over 1,000 citizens participated and commented at ten public hearings held throughout the state in January 1986, to answer two basic questions:

1. What outdoor recreational opportunities will Montanans desire during the next 25 years?
2. How can Montanans be assured that they have the appropriate opportunities and facilities to pursue their outdoor recreational interests?

The Forum was convened by Governor Ted Schwinden at the request of Tennessee Governor Lamar Alexander, who chaired the President's Commission on Americans Outdoors. The President's Commission reviewed existing outdoor recreation policies, programs and opportunities provided by federal, state and local governments, as well as those provided by private organizations. The Commission's recommendations were forwarded to President Ronald Reagan and Congress January 28, 1987.

Based on comments received at the Forum, Governor Ted Schwinden called for citizen involvement in the management of the nation's outdoor recreation resources. The Governor proposed that each state create its own Council on Recreation, chaired by the governors and composed of the chief governmental land managers in each state. Each state council would develop mechanisms to involve the public in its decision making, set priorities, and coordinate the expenditure of federal and state recreational dollars within each state.

To ensure a reliable source of funding for outdoor recreation facilities, the Governor endorsed creation of a Natural Assets Trust Fund and recommended that it provide matching funds for federal, state and local recreation projects in states that establish their own recreation trust funds for matching purposes. The federal trust fund would be financed by a combination of revenues from the liquidation of nonrenewable natural resources and assessment of excise taxes on those types of recreation equipment not currently taxed. Priorities for funding in each state would be determined by the state council.

#### The Montana Outdoor Recreation Needs Survey of 1985

This report presents the results of a statewide telephone survey of 1,169 Montana residents concerning participation in, and opinions about, the state's outdoor recreation opportunities. The study was funded by the Montana

Department of Fish, Wildlife and Parks to assist it in assessing the recreational needs of the state's residents. It was prepared by Jeffrey E. Frost and Stephen F. McCool of the University of Montana School of Forestry.

The study generated considerable information. The survey methodology assures that the results are representative of the statewide population. Among the findings were:

- 1) Over 77 percent of Montanans 18 years of age and over walked/hiked during the 12-month period from September 1984 to 1985. Almost 75 percent of them picnicked; 56 percent fished; and approximately 52 percent camped. Participation information, including the median number of days participants engage in various pursuits, was collected for 34 activities in all (see figure 11).
- 2) Cross country skiing was cited by almost 21 percent of the respondents as an activity they would like to participate in, but for some reason do not. Downhill skiing (16.1 percent), fishing (12.5 percent), and backpacking (11.2 percent) were also listed by at least 10 percent of the respondents as activities they would like to participate in, but do not. Fishing and auto/RV camping were the activities felt to be in the greatest need of additional facilities in Montana with 7.6 percent and 7.4 percent of the respondents expressing this desire respectively.
- 3) Almost 63 percent of the respondents reported visiting a state or federally owned recreation site.
- 4) Twenty-five percent of the survey sample floated a river or stream in Montana during the period. The Yellowstone (18 percent), Missouri (12 percent), Madison (9 percent), Bitterroot (8 percent), Clark Fork (8 percent), Blackfoot (6 percent), and Bighorn Rivers (6 percent) were the rivers floated most often.

#### The Montana On-Site Recreation Survey

This survey was designed by Stephen F. McCool and Jeffrey E. Frost of the University of Montana School of Forestry and was conducted semi-annually by Parks Division employees at Montana State Park System sites. The objective of the survey is to evaluate standards, determine the activities users are engaged in, use levels at existing facilities, and user satisfaction levels.

Summer - 1986

A total of 48 sites, across the state, were surveyed and 4,312 responses were received.

The findings indicated that 65 percent of the respondents had visited the site previously and that 34.3 percent were at the site longer than one day. Two (35.7 percent), 1 (22 percent) or 3 (13.7 percent) nights were the most popular lengths of stay. Most respondents (81 percent) indicated they go on similar outings 10 times or less per year. Group size was usually 2 (26.8 percent), 4 (17.8 percent), or 3 (15.8 percent) people.

The more popular on-site activities included: relaxing (11.9 percent), fishing (9.3 percent), picnicking (8.9 percent), scenic viewing (8.2 percent), camping (7.9 percent), swimming (7.7 percent) and sunbathing (7.4 percent). Most of the respondents (26.7 percent) stated that fishing was the main purpose of their visit, with camping (13.5 percent) relaxing (9.7 percent) and picnicking (8 percent) next.

Over 22 percent of the respondents believed that additional camping facilities were needed at the site, while 17.5 percent wanted additional fishing facilities, 10.1 percent wanted additional swimming facilities, and 7.2 percent wanted additional motorboating facilities. This trend was also evident when respondents were asked what additional facilities are needed throughout Montana. Over 20 percent thought additional camping facilities were needed, 18.2 percent wanted more fishing facilities, 6.8 percent wanted additional motorboating facilities, and 5.8 percent and 5.4 percent wanted more waterskiing and swimming facilities, respectively.

Respondents were asked to evaluate each recreational facility at the survey site. Figure 20 lists their responses.

Figure 20. On-Site Recreation Survey Respondents Evaluation of Facilities

	S	NS		S	NS
Parking	78.3%	8.8%	Water Supply	50.2%	21.0%
Roads	74.8%	14.6%	Trails	47.5%	6.3%
Picnic Area	68.5%	9.7%	Beach	42.7%	17.5%
Signs	68.4%	6.9%	Interp. Displays	42.6%	5.5%
Picnic Tables	63.9%	11.8%	Boat Ramp	42.2%	11.7%
Rest Rooms	62.3%	19.9%	Shelters	33.7%	17.2%
Campground	57.1%	10.7%	Boat Dock	31.7%	14.2%

Note: S = Satisfactory      NS = Not Satisfactory

Source: Montana On-Site Recreation Survey.

Over 85 percent of those responding stated that they could not name a recreation site in Montana which they would no longer visit. Of those not returning to a particular site, 99.3 percent replied that the site was no longer convenient for them to visit. Only one response cited poorly designed facilities as a reason for their not returning.

More than 45 percent stated that the improvement of maintenance and development at existing sites should take priority over the purchase of new sites (30.4 percent). Respondents stated that if additional sites were to be purchased, they should have access to a lake (43.2 percent) or river (17.4 percent). Most respondents would like to see areas set up for both day use and camping (47.5 percent) while 30.3 percent wanted areas for camping only. In these areas, 60.4 percent wanted camping in designated areas, with gravel (48.5 percent) or paved (29 percent) roads and vault toilets (100 percent).

Nearly all respondents (99.8 percent) went shopping in local communities on their way to or from the site.

A large number of the respondents (91 percent) stated their visit was good enough to return and 88.3 percent would recommend the site to friends.

Thirty-nine percent of the respondents were between 31 and 50 years of age with 28 percent between 19 and 30 years and 21.4 percent over 51 years.

Male respondents (54.3 percent) slightly outnumbered the females. Over 75 percent were from out of state and 58.4 percent held a Montana Conservation License.

Summary of the Final  
Programmatic Environmental Impact Statement.  
The Grizzly Bear in Northwestern Montana

This document was written by Montana Department of Fish, Wildlife & Parks biologists Arnold R. Dood, Robert D. Brannon and Richard D. Mace, and reviews data pertinent to grizzly bears and their management. It presents management alternatives, makes recommendations to other agencies on grizzly bear policies, and prescribes a course of future management.

The management plan outlined in the EIS addresses only the two grizzly bear ecosystems in northwestern Montana - the Cabinet-Yaak and the Northern Continental Divide. The stated goal for the former is to maintain an average density of one bear per 30 to 40 square miles, or approximately 90 to 125 bears. The goal for the latter (exclusive of Glacier National Park) is an average density of one bear per 15 to 30 square miles, or 280 to 540 bears.

Currently the number of grizzly bears in the Cabinet-Yaak Ecosystem is considered well below the density goal prescribed in the EIS. However, the Northern Continental Divide population is now estimated at 356 to 549 animals - at or above the density goal in the EIS.

In addition to population density, reproductive capability also influences the long-term health of a grizzly bear population. Litter size, litter frequency, and age at first litter for Northern Continental Divide grizzlies compare favorably with those for other North American grizzly populations.

Since 1975 when the annual quota on man-caused grizzly deaths was implemented, an average of 18 grizzly bears have been killed each year in the Northern Continental Divide Ecosystem. Records show that, in a typical year, four of these bears have been killed in control actions after causing depredation problems; two have been killed illegally; one has been killed by a vehicle or train; one has been killed by a hunter mistaking it for a black bear; and the remaining ten have been legally harvested by grizzly hunters.

There is no indication that hunting has adversely affected the grizzly bear population in the Northern Continental Divide Ecosystem. On the contrary, it appears that limited, regulated hunting helps maintain a healthy equilibrium between bears and man by keeping bears more wary and less likely to create problems that necessitate control actions. Bears that become bold and aggressive through frequent contact with humans are the ones most likely to be removed from the population. If hunting favors those grizzlies which avoid humans, in the long run it contributes to the bear's survival as a species.

Based on a review of available population and mortality data on bears from Montana and other parts of North America and an assessment of past and present management needs, the EIS proposes a "preferred alternative" for grizzly bear management in northwestern Montana. This alternative includes several recommendations in addition to the population goals discussed earlier, including the following new or modified grizzly bear hunting regulations: (1) restricting hunters to one grizzly bear in their lifetime; (2) prohibiting the taking of young bears and females with young (young are defined as 2-year-olds or younger); (3) adjusting annually, if necessary, the total or female mortality quota; and (4) requesting that hunters not shoot any bear in a group.

Other recommendations contained in the EIS include the following: (1) Reducing the man-caused mortality quota in the Northern Continental Divide Ecosystem to 21 bears, with a female subquota of six. (2) Controlling depredating grizzlies by a variety of means, including limited damage control hunts. (3) On an experimental basis, augmenting the grizzly population in the Cabinet-Yaak Ecosystem and other areas by transplanting or cross-fostering (placing grizzly cubs born in zoos in dens with black bear mothers in the wild). (4) Shifting recovery efforts from the Northern Continental Divide Ecosystem, where the bear population is currently healthy, to other ecosystems such as the Selway-Bitterroot and Cabinet-Yaak, where the grizzly is threatened, or the Yellowstone, where the grizzly may be threatened.

The EIS also cautions that continued success of the grizzly management program in northwestern Montana will depend to a large degree on maintaining suitable habitat. Subdivision, gas and oil exploration, logging in key areas, recreational development, and road building can adversely affect grizzly habitat and make the bears more susceptible to various forms of mortality. Habitat alteration, left unchecked, may set in motion an irreversible sequence of events that will be detrimental to grizzly bear populations.

#### Pacific Northwest Rivers Study

The Pacific Northwest Rivers Study (PNWRS) is an intensive effort to evaluate and document the relative environmental significance of the region's rivers and streams. Study concepts and procedures were developed by the Bonneville Power Administration in an attempt to provide hydropower planners with comprehensive information about environmental values of rivers and streams in the Pacific Northwest.

The Montana Department of Fish, Wildlife, and Parks conducted this recreation inventory in Montana, with assistance from the U.S. Forest Service, Bureau of Land Management, river users, and user groups from throughout the state. No previous statewide inventory of river recreation resources had been attempted.

State and federal recreation managers used an inventory worksheet to identify river reaches having recreational value and provide information on eight characteristics for each reach: opportunities for boating; other water-based recreation activities; land-based recreation activities related to the river; current use level estimates; access; Recreation Opportunity Setting class; scenic quality; and number and type of developed recreation sites along the river reach.

Recreation managers recommended one of five value classes for each reach by considering the eight inventory characteristics and other information as needed. They are: Class I--Outstanding, Class II--Substantial, Class III--Moderate, Class IV--Limited, Class V--Unknown. Value classes were determined by professional judgment, not by a point system. Managers described the specific reasons for their value class assignments.

State and federal managers and Rivers Study staff identified about 300 private river users and commercial river users who were asked to participate in the study by nominating river reaches for inclusion in the data base. Nearly 200 reaches were suggested (although many of these overlapped to some extent). These ratings were compared with the managers' perceptions. Very few significant differences were noted. River users' value recommendations were seldom more than one class away from the managers' ratings.

About 800 river reaches were identified, comprising about 12,600 miles of rivers. Out of 777 containing complete data, 8 percent (67) were rated as Outstanding; 18 percent (143) as Substantial; 44 percent (344) as Moderate; 20 percent (156) as Limited; and 9 percent (67) as Unknown value.

Nearly three-quarters of the reaches were described as not boatable, pointing to the importance of maintaining opportunities for boating on Montana rivers. This is especially true for the relatively scarce whitewater resource; only about seven percent of the reaches contained moderate or larger-sized rapids. However, a larger proportion of whitewater reaches (compared to flatwater reaches) were rated as having Outstanding or Substantial value.

Region One contained 11 percent (87) of the reaches, Region Two-20 percent (156), Region Three-34 percent (266), Region Four-19 percent (148), Region Five-9 percent (70), Region Six-3 percent (26), and Region Seven-3 percent (24).

This initial list and description of Montana rivers having recreational value is better suited for broad regional planning activities or for comparative purposes than for providing detailed information on specific river reaches, which would require field inventory. However, the data give a good overall look at the relative availability of river-related recreation opportunities in Montana.

Although the list of reaches and their ratings have been reviewed by state and federal recreation managers, the inventory will continue to be updated and expanded, becoming not only more comprehensive but more accurate with each subsequent review.

#### Licensing Procedures for Licensing Structures and Improvements on Navigable Water Bodies

In December 1986, the Heritage Research Center (HRC) completed a Navigable Water Ways Study for the Department of State Lands. The river analysis which was completed by Lyle Manley and Roy Henderson, recommended which rivers the Department should claim title to based on HRC studies, Army Corps of Engineers Studies, and the legal defendability of the data.

Guidelines and procedures were then implemented for the licensing of various requests for structures and improvements to be placed or constructed below the low water mark of navigable water bodies. The goal of the licensing procedure is to provide for the beneficial use of state lands for public and private purposes in a manner which will provide revenues without harming the long term capability of the land or restricting the original commercial navigability. Improvements for which a license is required include bridges, roads, pipelines, powerlines,

telephone lines, riprap, diversion structures, habitat structures and channel maintenance.

The following river reaches were recommended to be claimed:

Big Hole River - from Steel Creek to Divide, Montana

Big Horn River - from Wyoming state line to its confluence with the Yellowstone River

Bitterroot River - from the confluence of its east and west forks to its confluence with the Clark Fork River

Blackfoot River - from Lincoln, Montana, to its confluence with the Clark Fork River

Boulder River (tributary to the Yellowstone River) - from the Northern Township line of Township 6 South, Range 12 East, to its confluence with the West Boulder River is commercially navigable from the southern line of township 3 South, Range 11 East, to its confluence with the main stem of the Boulder River

Bull River - from a point south of Bull Lake to its confluence with the Clark Fork River

Clark Fork River - from Deer Lodge, Montana to the Idaho state line Clearwater River, from and including, Seeley Lake, to its confluence with the Blackfoot River

Clearwater River - from and including, Seeley Lake, to its confluence with the Blackfoot River

Dearborn River - from Highway 434 to its confluence with the Missouri River

Flathead River - Main Stem, from the western boundary of the Flathead Indian Reservation to its confluence with the Clark Fork River

Flathead River - Middle Fork, from Nyack, Montana to its confluence with the north fork of the Flathead River

Flathead River - North Fork, from Logging Creek to its confluence with the main stem of the Flathead River

Flathead River - South Fork, from the face of Hungry Horse Dam to the main stem of the Flathead River

Fortine Creek - from Swamp Creek to its confluence with the Tobacco River

Gallatin River - from Taylor's Fork to Central Park, Montana

Graves Creek (tributary to Tobacco River) - from where Graves Creek intersects the eastern township line of Township 35 North, Range 26 West, to its confluence with the Tobacco River

Jefferson River - from its confluence of the Beaverhead and Ruby Rivers to the Jefferson's confluence with the Missouri River

Kootenai River - from the Canadian line to the Idaho state line

Little Missouri River - from its confluence of Cottonwood Creek to the South Dakota state line

Lolo Creek - from the mouth of Tevis Creek to Lolo Creek's confluence with the Bitterroot River

Madison River - from the confluence of its west fork to Varney, Montana

Marias River - from its confluence with the Missouri River to a point five miles upstream

Missouri River - from its headwaters at Three Forks, Montana to the North Dakota state line

Nine Mile Creek (tributary to the Clark Fork River) - from the southeast corner of Township 17 North, Range 24 West, to its confluence with the Clark Fork River

Rock Creek (tributary to the Clark Fork of the Yellowstone) - from the main fork of Rock Creek to Red Lodge, Montana

Sheep Creek (tributary to Smith River) - from the mouth of Deadman Creek to its confluence with the Smith River

Smith River - from the mouth of Sheep Creek to its confluence with the Missouri River

South Fork Dupuyer Creek (tributary to Dupuyer Creek and Marias River) - from the basins above the canyon to the mouth of the canyon, a distance of approximately 8 miles

Stillwater River (tributary to the Flathead River) - from upper Stillwater Lake to its confluence with the Flathead River

Sun River - from the confluence of the north and south forks of the Sun River to its confluence with the Missouri River

Swan River - from and including Swan Lake to its confluence with Flathead Lake

Teton River - from the confluence of its north fork to its confluence with the Marias River

Tobacco River - from the mouth of Graves Creek to its confluence with the

Kootenai River

Tongue River - from the south line of Township 2 South, Range 44 East, to its confluence with the Yellowstone River

Whitefish River - from, and including, Whitefish Lake to its confluence with the Stillwater River

Yaak River - from the mouth of Fourth of July Creek to its confluence with the Kootenai River

Yellowstone River - from Emigrant, Montana to the North Dakota state line

The Economic Value of Hunting and Fishing in Montana

The objective of this study was to estimate the net economic value (net willingness to pay) for elk, antelope hunting and fishing in Montana. A regional Travel Cost Model (TCM) was used to statistically derive a demand equation from survey data collected from hunters and anglers during the fall of 1985 and spring of 1986.

The regional TCM approach is recommended by the U. S. Water Resources Council as one of the two preferred techniques for estimating recreational benefits. In addition, a number of Federal agencies are required by the WAtter Resource Council Principles and Guidelines to use the concept of net economic value when evaluating Federal agency actions.

The TCM method uses the distance traveled as a measure of price and the number of trips taken from a given origin to a particular site as a measure of quantity. The resulting "demand equation" is used to calculate the additional amount hunters and anglers would be willing to pay, over and above their travel costs, to have the opportunity to hunt or fish at the site being investigated.

The conversion of distance traveled to a dollar value is accomplished by multiplying travel distance by a cost-per-mile figure. Two cost-per-mile values were calculated and used in this study. The cost per mile figure caluclated from the angler survey (i.e., reported cost basis) more closely represents the actuall cost associated with recreational vehicles used during hunting season and the driving conditions during that time. The net economic values, estimated using the reported cost basis, reflect the value of hunting in Montana.

Deer Hunting

The state average net economic value for deer hunting is \$108 per trip. As mentioned above, this means hunters would be willing to pay \$108 more per trip than they actually do to be able to hunt at a given site. The net willingness to pay per hunter day is \$55. Converting this value to a Forest Service WFUD (Wildlife-fish User Day) yields \$102. These benefit estimates are based on a double log regression model, using the actual number of trips from the sample.

Expenditure data from the survey shows that, in 1985, resident deer hunters

spent \$55 per trip or \$31 per day. Nonresidents, in contrast, spent \$542 per trip or \$86 per day.

#### Elk Hunting

The state average net economic value for elk hunting is \$185 per trip. This means a hunter would be willing to pay \$185 more per trip (on average) to have the opportunity to elk hunt a given area. On a per day basis (based on an average of 2.8 days per trip), the net economic value for elk hunting is \$66. Utilizing the sample average of 6.3 hours of hunting per day, the U.S. Forest Service 12 hour recreational visitor day (RVD) for Montana elk hunting is \$125.

The annual aggregate value of Montana's elk hunting areas is \$38 million. This is calculated by multiplying the value per day times the DFWP elk hunting pressure estimate for 1985 of 572,000 hunter days.

#### Antelope Hunting

For antelope hunting in a departure from the usual TCM, which estimates the average value per trip, the average value per hunting permit was estimated instead. For Montana antelope hunting, the state's average value was \$143 per permit. This means a hunter would be willing to pay, on average, \$143 more per permit so as to have the opportunity to hunt the specific antelope unit they applied for. The net willingness to pay per hunt day is \$62. The value per U.S.F.s.12 hour Recreation visitor Day is \$135. The Net economic value of antelope hunting under the existing lottery is \$6 million dollars annually. Net economic values for per permit for hunting antelope in Region 3 is \$133 per permit, \$112 per permit in Region 4, \$139 per permit in Region 5, \$162 per permit in Region 6 and \$170.30 in Region 7.

Expenditures of Montana antelope hunters average \$114 per trip. This represents spending of \$49.63 per hunter day or \$108 per 12 hour Recreation Visitor Day. Transportation represented the major cost item for residents, but hunting fees represented the largest components for nonresidents.

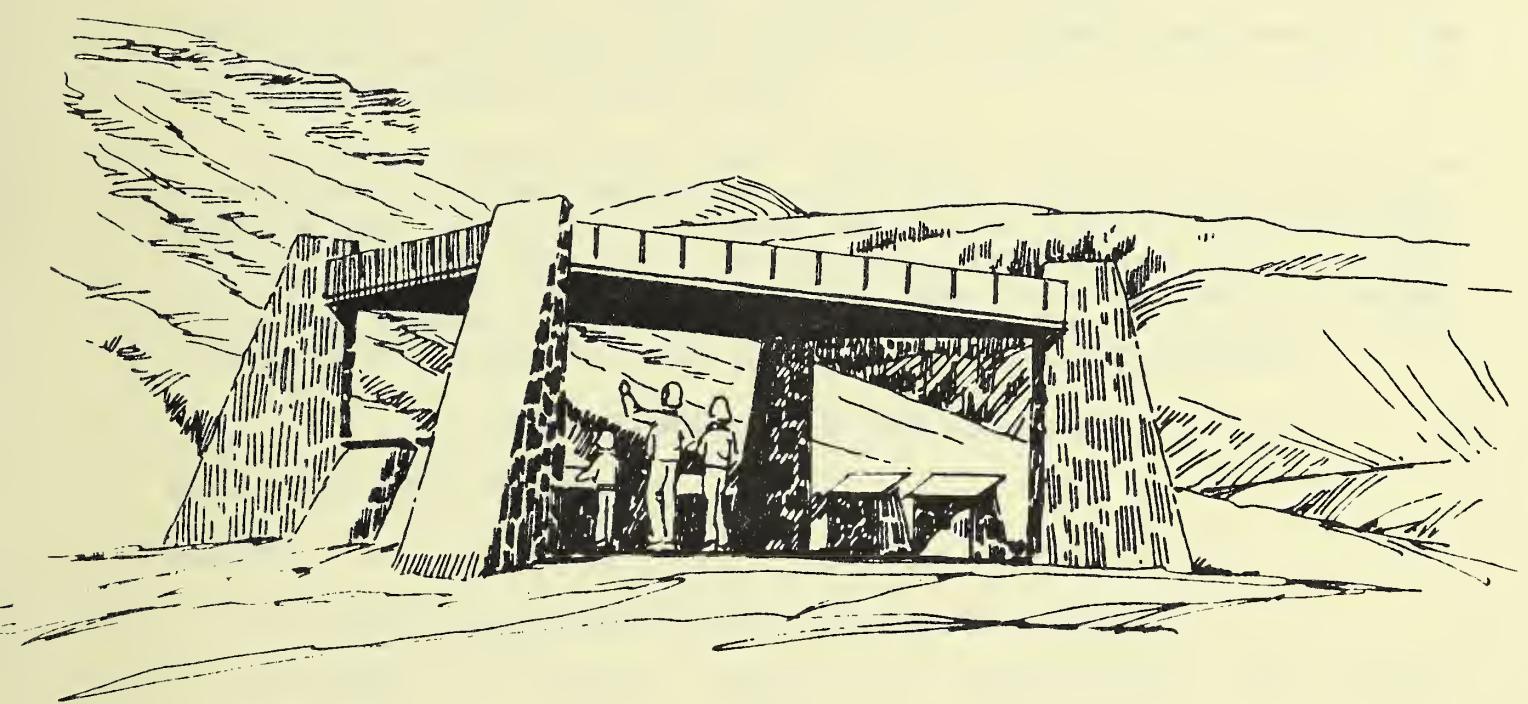
#### Fishing

The state average net economic value for lake fishing is \$89 per trip. For streams, the value is \$113 per trip. This means an angler would be willing to pay \$89 and \$113 more per trip to have the opportunity to fish lakes or streams, respectively. On a per-day basis, the net economic value for lake fishing is \$70- and \$102 for stream fishing. Converting these values to a Forest Service Recreation Visitor Day yields a value of \$280 for stream fishing and \$342 for lake fishing. The annual aggregate value of Montana's stream and lake fishing is \$122 million and \$93 million, respectively. Net economic values are also derived on a site-specific basis.

Angler expenditure data collected in the same survey indicates a typical resident angler spent \$48 per trip and a typical nonresident angler spent \$360 per trip in Montana. Overall, a typical angler fishing in Montana spent \$981.60 per trip.

The net economic values presented in this paper are the appropriate values to use in benefit/cost analysis or economic efficiency decisions (i.e., forest or range planning). If the annual values of hunting and fishing are converted into net present value, they can be used in trade-off analysis with marketed resources, such as timber, coal or grazing. The net economic values presented here are limited to the direct use values associated with Montana resources. Accordingly, these net economic values underestimate the total value associated with these resources, since indirect values (existence, bequest and option uses) have not been estimated.

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**CHAPTER 6 - ACTION PROGRAM: FISCAL YEARS 1988, 1989**



## ACTION PROGRAM

### Fiscal Years 1988, 1989

#### Montana Statewide Comprehensive Outdoor Recreation Plan (SCORP)

The Action Program is Montana's implementation program required under the Land and Water Conservation Fund (LWCF) Act. It is the direct result of the SCORP process and provides a link between actions proposed by state, federal, and local governments and the private sector.

The Action Program has several components. First is a reporting of accomplishments on items scheduled for action in the previous fiscal year 1986-87 Action Program. Listed next are issues identified as a result of the 1988 SCORP process. Following that is an implementation schedule listing the priority issues which will be addressed and actions taken during the 1988-89 biennium. The Action Program also includes priorities for the obligation of LWCF assistance, and concerns which Montanans feel are of national importance.

#### Accomplishments: July 1986 - June 1987

Issue: 1988 SCORP Development

Actions:

- Assessment and overview of issues. Due 9/1/86, completed.
- Assessment of resources, programs and opportunities. Due 8/1/86, completed.
- Analysis of demand predictions and projections. Due 9/1/86, completed.
- Analysis of future needs. Due 9/1/86, completed.
- Identification of options and alternatives. Due 9/1/86, completed.
- Recommendations, policies and priorities. Due 9/1/86, completed.
- Conduct summer and winter on-site recreation survey. Due 9/30/86 and 3/31/87. Completed.
- Draft SCORP general review period. Due 6/1/87, delayed due to staffing cuts.
- Continue interagency issue development workshop on a biennial basis. Due 6/30/87, delayed due to staffing cuts.

Issue: LWCF Open Project Selection Process.

Actions:

-Develop a new evaluation and ranking process for state and local grant applications. Due 2/1/87, completed.

Issue: Special Studies.

Actions:

-Problems and needs of Indian tribes. Due 2/1/87, completed 3/5/87 on a reduced scale.

-Pacific Northwest Rivers Study (PNWRS). Due 2/1/87, completed.

-Grizzly Bear Environmental Impact Statement. Due 2/1/87, completed.

-Outdoor Recreation Needs Survey of 1985. Due 2/1/87, completed.

-1986 Governor's Forum on Montanans Outdoors. Due 2/1/87, completed.

-Refine and update PNWRS data base. Due 6/30/87, completed 9/30/87.

1988 SCORP Issues

1. Funding of Maintenance/Development/Acquisition
2. River Management
3. Tourism
4. Overuse/Crowding
5. Recreationist/Landowner Relations
6. Agency Roles
7. Economics
8. Access
9. User Fees
10. Wildlife
11. Bicycling
12. Wilderness
13. Mechanized vs non-mechanized
14. Water Quality
15. Highways
16. Liability Insurance
17. Management Decision Making
18. Disabled
19. Stream Access
20. Cross Country Skiing
21. Cultural Resources
22. Litter/Garbage
23. Vandalism/Misuse/Abuse

Implementation Schedule: July 1987 - June 1989

Actions are scheduled to take place this biennium on the highest priority issues for which opportunities exist to achieve objectives. Therefore, not all issues will be addressed during the first biennium of the 1988-93 planning cycle, nor will all issues necessarily be addressed in sequence.

Issue: 1. Funding of Maintenance/Development/Acquisition

Actions:

- Complete 1988 SCORP elements and draft executive summary. 7/1/87-9/2/87
- Develop slide presentation on major state park system issues to present to constituency. 8/15/87-9/11/87
- Begin using local community recreation surveys as part of the Local Project Selection Process for fiscal year 1989 grant applications. 11/1/87-12/31/87
- Final editing and formatting of 1988 SCORP. 9/2/87-2/29/88
- Use state Executive Planning Process (EPP) to solicit and select proposals which address major issues which can be funded by the 1989 state legislature. 12/1/87-2/13/88
- Draft SCORP policy plan made available for public, interagency, and state clearinghouse comment. 3/15/88-4/15/88
- Final SCORP printing and distribution accompanied by statewide news release. 4/15/88-5/15/88
- Propose any changes in state laws needed to address major issues. 12/23/87-4/29/88
- Evaluate implementation of new program budgeting allocation formula as discussed in the March 1988 edition of Parks Perspective. 7/1/87-6/30/88
- Develop list and cost estimates for 6-year capital construction needs for state and local parks. 7/1/88-8/15/88
- Develop a program budget allocation formula for future capital construction allocations as discussed in the March 1988 edition of Parks Perspective. 7/1/88-8/15/88
- Update the Local and State Open Project Selection Process (OPSP) to better identify projects which will address current needs and priorities identified by the new 1988 SCORP, and ongoing local community recreation surveys. 10/1/88-11/1/88.
- Use the updated OPSP to identify state and local priorities for fiscal year 1990 grant applications. 11/1/88-12/31/88
- Develop Montana Conservation Corps legislation and funding for conservation

work and state park system development. 7/1/88-1/1/89

#### Issue 2. River Management

##### Actions:

-Complete a summary of the Pacific Northwest Rivers Study (PNWRS) suitable for publishing in the department's magazine. 7/1/87-2/1/88

-First PNWRS insert published in May/June issue of Montana Outdoors. 2/1/88-5/1/88

-Second PNWRS insert published in July/August issue of Montana Outdoors. 7/1/88-7/15/88

#### Issue: 3. Tourism

##### Actions:

-Coordinate statewide tourism research and promotion efforts using the structure and \$4.5 million annual funding provided by new legislation (Chapter 607, Laws of 1987) through participation in the Research Projects Steering Committee of the Institute for Tourism and Recreation Research, University of Montana. 7/1/87-6/30/89

-Cooperate on publication of a full color Montana State Parks gift book for state centennial celebration constituency building efforts. 11/15/87-10/1/88

-Cooperate with the Montana Department of Commerce's \$35,000 inventory and comprehensive plan for a system of highway signs to provide tourist information. 7/1/88-2/28/89

#### Issue: 4. Overuse/Crowding

##### Actions:

-Conduct the 1987 On-site recreation survey of visitor preferences at selected state park system and fishing access sites and complete data analysis. 7/1/87-1/31/88

-Conduct the 1988 On-site recreation survey of visitor preferences only at unsampled Economic Impact Study sites (see Issue No. 7). 7/1/88-1/31/89

#### Issue: 5. Recreationist/Landowner Relations

##### Actions:

-Decentralize the administration of the Snowmobile Program to provide flexibility and better response to needs as discussed in the March 1988

edition of Parks Perspective. 7/1/87-6/30/88

Issue: 6. Agency Roles

Actions:

-Revise policy guidelines for the administration of the state park system to set management standards which reflect visitor preferences and define intra and interagency responsibilities. 7/1/87-6/30/88

-Develop a plan to more fully integrate SCORP and department intra and interagency long range planning efforts to more carefully balance scarce funding and manpower resources and levels of effort between SCORP and other agency planning activities. 7/1/88-10/1/88

Issue: 7. Economics

Actions:

-Conduct a snowmobiling economic and recreational impact study using state and private funding, to determine the economic impact of the Parks Division's efforts. 12/15/87-6/30/88

-Conduct a State Park System Economic Impact Study using Parks Division funds, for the same reasons above. 7/1/88-12/1/88

Issue: 9. User Fees

Actions:

-Evaluate implementation of new allocation formula for parks earned revenue as discussed in the March 1988 edition of Parks Perspective. 7/1/87-6/30/88

-Develop alternatives for revising state parks user fee policy guidelines and develop support for necessary law changes. 7/1/88-11/1/88

Issue: 10. Wildlife

Actions:

-Prepare a draft Montana Wetlands Priority Conservation Plan as required by the federal Emergency Wetlands Resources Act of 1986. 7/1/87-10/1/87

-Develop policy guidelines for expanded wildlife habitat/wetlands acquisition programs provided for by Sections 87-1-241 and 87-2-411 MCA. 11/15/87-4/15/88

-Review, revise, and incorporate the Montana Wetlands Priority Conservation Plan as a special study within the 1988 SCORP. 10/1/87-4/15/88

-Develop interagency committee methodology for identification of wetland types and mitigation of highway construction impacts to these wetlands. 7/1/87-7/1/88

-Continue implementation of various wetland enhancement activities under the State Waterfowl Stamp Program. 7/1/87-6/30/89

-Develop consistent mitigation strategies for various projects (powerline construction, hydro projects, etc.) which impact wetlands. 1/1/88-6/30/89

-Develop wetland acquisition priority targets after completion of the National Wetlands Inventory. 6/30/89

#### Land and Water Conservation Fund Priorities

Priorities have been developed to guide both local and state LWCF expenditures. These priorities reflect state law, legislative mandates and needs identified by SCORP. Each item should be considered a priority without rank assigned to one over another. The need for this flexibility has become acute with the severe funding cutbacks in recent years since the highest priority statewide projects must now be funded with other sources of money if they are to be accomplished at all.

No changes in the Open Project Selection Process (OPSP) have been made since the local community recreation survey requirement was approved as part of last year's LWCF FY 1987-88 Action Program.

#### Local

1. Projects which meet specific local needs (based on facility inventories and state and local recreation surveys).
2. Projects which will provide for both active and passive participants.
3. Projects which may be used for two or more seasons of the year.
4. Projects which accommodate a variety of recreation uses.

#### State

1. Projects "earmarked" for LWCF funding by the State Legislature.
2. Projects which will enhance the recreational experience by conserving the scenic, archaeologic, scientific, and recreational resources of the state and provide for their use.
3. Projects designed to aid in people management and law enforcement (i.e., controlled access, screened camping areas, vandal-proof facilities, area designations and development for specific uses).
4. Projects near population centers.
5. Projects which will serve as a destination vacation site (i.e., with significant attractions on site or within a short drive).
6. Projects which will help the state acquire inholding at existing sites.

7. Projects which will provide a trail experience or a trailhead onto other public land.

#### Concerns of National Importance

The President's Commission on Americans Outdoors (PCAO) report recognized the valuable contribution of the state/local share of the LWCF and also acknowledged that much is left to be done. The Congress recognizes the value of the program as evidenced by the fact that several pieces of legislation have been introduced or are pending to re-authorize the program after 1989 and to strengthen it. This has been done in spite of the federal deficit problems and an administration which does not support the program. Annual appropriations, albeit decreasing, continue to be voted despite administration opposition.

Consequently, despite the Administration's efforts to kill the local share of LWCF, it continues to survive, but barely. In order to restore the program to health and vitality and to address the challenges identified in the PCAO report, two important things must be accomplished.

First, funding should be provided at a viable level and should be consistent and reliable, such as would be provided by a dedicated trust. Second, an administrative home must be found within the federal government where the program will be administered in a positive, supportive, and priority manner. This has not been the case since it was transferred from former HCRS to the National Park Service.

It is understandable that NPS views its primary responsibility as the National Park System.

It is also understandably difficult when the federal side of LWCF is in real or apparent competition with the state side. However, it is unfortunate that the National Park Service does not recognize the advantage of partnerships between the federal, state, and local levels, if only to make NPS less vulnerable to managing facilities not appropriate for the national park system. This lack of regard for the stateside program was graphically illustrated by its conspicuous absence in the 1986 National Park Service annual report.

Not only is it obvious that NPS and the Administration have little regard for the stateside program, it uses its administrative role to continue to burden the states with additional compliance and regulation mandates. A recent example of this is the renegotiated Civil Rights Site Inspection Agreement. These federal laws were being obeyed (as evidenced by audit review) without this additional burden. This, unfortunately, is just the latest in a long list of increased burdens during the 1980's while funds continue to diminish.

Montana enjoys a supportive and productive relationship with the staff of the Rocky Mountain Region. Unfortunately, the objectives of the Administration at the highest levels appear to be focused on eliminating the program.





*Montana Department of  
Fish, Wildlife & Parks  
Parks Division*